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LEADERSHIP RELATIONSHIPS AND THE SUPERINTENDENCY

by

Theresa M. Peterson

A dissertation submitted in partial fulfillment
of the requirements for the degree of

Doctor of Education

University of San Diego

1993

Dissertation Committee

Joseph C. Rost, Ph.D., Director
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ABSTRACT

LEADERSHIP RELATIONSHIPS AND THE SUPERINTENDENCY

PETERSON, THERESA M. University of San Diego, 1993, 340 pp.
Director: Joseph C. Rost, Ph.D.

Leadership in the 1990s is perceived as the primary solution to the political, social, economic and educational problems encountered today by our western society. The solutions that have worked in the industrialized society of the past are being re-evaluated and questioned by our technocratic society of today. The concept of leadership is undergoing a change. The old industrial view of leadership is making way for the emerging postindustrial view--a view that regards leadership as an inter-relational process among people who intend real, substantive changes berthed from a mutuality of purpose.

This research focused on the leadership relationships forged in the Vista Unified School District among the superintendent, administrators, staff members, school board members and community members which created changes in the traditional school calendar, the education of Spanish-speaking students and the professional growth of district employees.

Qualitative methodologies were used by the researcher to paint a descriptive and interpretive picture of how people in the VUSD's educational community worked together to adopt and

implement year-round and bilingual education policies and a staff development program. A postindustrial leadership model was utilized to further examine how these complex changes evolved over time.

This investigation's findings demonstrated the significance of involving people in the change process and the importance of allowing many individuals to act as both leaders and followers in an effort to promote changes. The leadership relationships that were present in this study played a pivotal role in the adoption and implementation of the policies proving that leadership may be operant in a traditionally, hierarchical system like a school district.

DEDICATION

This study is dedicated to my husband
Mark
who has supported and encouraged me
throughout this challenging process
as well as
in all
my personal and professional endeavors
and to my children
Siene and Ryan
who have seen the importance
of
continuous learning
and
intellectual growth

ACKNOWLEDGMENTS

This study would not have been possible were it not for the cooperation of all the individuals in the Vista Unified School District who assisted me with this project.

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To Marilyn and Shirlee, who without their expertise and ability to dig for data and memories that recalled insightful experiences, I would have been lost.

To the administrators in the district office and the schools in the VUSD, teachers, parents and school board members--thank you for your support.

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To my dear friend Stan Fasci who was always there to share my laughter and my tears, my unending stories, and my many frustrations and successes. Without you Stan, this would not have been as much fun. Remember--there is always something we can laugh about!

And finally, I would like to thank the members of my dissertation committee to whom I am most grateful.

To Dr. Joseph Rost for being a demanding and meticulous chairperson who expects the best from all his students. You indeed have stretched me beyond my limits and have enabled me to understand leadership in a different light. Thank you for being a friend and a colleague who has dedicated many hours to this project.

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CHAPTER I
STUDYING LEADERSHIP AS A RELATIONSHIP

Introduction

Education has recently moved to the center stage, playing the villain in many targeted productions. These productions blame the educational system for inadequately trained performers, the students. Superintendents often times play the lead role in this educational production. They either receive a standing ovation or close the production after a very short run.

The spotlight in this educational rendition tends to focus upon change and strong leadership to transform the villain--inferior education--into the hero--education that meets the needs of all students and ultimately society.

Today, the educational system is truly an arena for change. Conflict abounds due to budgetary constraints, curriculum agendas, and societal dissatisfaction. Changes occur as we continue to search for answers that satisfy the quest for personal meaning. This meaning in the educational system is equated with equity, equality, and excellence for all our children. Changes are made to ultimately educate and prepare our children for the diverse, multi-cultural world of

the future--a world that will demand more of each and every one of us.

Leadership as a transforming and inter-relational process seeks a common enterprise for the expressed purpose of change. Leaders are the activators, the candle bearers. They communicate, facilitate, and support the change process so that followers may come to understand and accept change.

If indeed leadership is inter-relational, we need to shift our view from the old conventional interpretation of only allowing the study of leadership to focus upon heads of corporations, presidents, and superintendents and expand this constricted picture to a panorama that includes relationships among leaders and followers. In this specific case, the relationships are among the superintendent, central office administrators, principals, teachers, board of education members, and people in the community who are interested in the education of our children.

Leaders and followers are the people in the leadership relationship. Leaders work with ambiguity and guide followers to do the same. Leaders provide motivation and understanding so that followers may be able to accept the necessity of change. A superintendent may only be a leader for a while, enabling followers to become leaders at any given time while continually promoting mutually-shared ideals and the need for change.

Leaders in the leadership relationship, whether they are

the superintendent, the principal, or a community member, promote interactive learning. This learning creates a transitive movement among the leaders and followers in the leadership relationship which may result in a joint search for knowledge. Interactive learning enables the leadership relationship to grow and prosper in a way that assists the leaders and followers to better understand both themselves and their environment so that they may come to formulate mutually-agreeable purposes.

Mentoring and empowerment are crucial elements used by leaders in order to help followers become leaders. Leaders model and communicate shared meanings and beliefs. This modeling visually reinforces the importance and the value of the group's collective ideals and consciously changes thoughts into actions. Empowerment enables followers to be leaders. Leaders come to recognize the followers' knowledge and through this recognition an interchanging of roles results.

It is important that we understand the leadership relationship and the impetus for change in order to create an educational system which truly meets the needs of all our children and ultimately our diverse global society of the future.

The Issue

Burns stated in 1978 that, "leadership is one of the most widely used and least understood concepts in our society

today" (p. 21). This statement reflects the plethora of leadership constructs formulated by a variety of theorists. These theorists used scientific methodologies to analyze the content of leadership within a positivistic framework, and as a result provided us with a snapshot of how or by whom a system can be managed to acquire optimum results. Consequently, leadership has been confused with management and the focus of attention was given to the people in authority positions.

The educational community believes that formal authority and leadership are synonymous (Blackmore, 1989). Therefore, the superintendent as the leader of a school district is the one person who is viewed to be proactive in problem solving, visionary, and who is the match that ignites the change process in order to reform the educational system.

This belief diminishes the powerful potential of the leadership relationship and negates the importance of the followers who have an important stake in sustaining mutually-held purposes in this relationship.

Furthermore, when focusing upon authority figures such as a superintendent when studying leadership, the prospect of influence and persuasion is questioned. A superintendent has legitimate power and therefore subordinates may adopt the ideas of the superintendent because of job advancement, among other reasons, as opposed to the establishment of a clear vision for the future of the educational system. This

prospect confuses leadership with management even further by placing people on the hierarchial ladder, thus confining the relationships among leaders and followers to unidirectional when, in fact, leadership should be viewed as a multidirectional relationship where leaders and followers persuade, interact, influence, educate, and change places in the relationship.

The nature of leadership, then, should be viewed as a communal relationship, a relationship that shares a common purpose and intends changes. In the school system this relationship can be developed among the people who are interested in better educating our children and preparing them for the challenges of the 21st century.

It is important that we understand the nature of leadership in order to move away from the simplistic analysis of viewing leadership as based upon an individual's charismatic appeal, personality traits, or management style which are predominant factors that up until now determined, if in fact, leadership was taking place. Utilization of these factors diminish a serious effort in ascertaining whether leadership is happening.

Burns (1978) challenged his readers to master the understandings of the subtle and not so subtle qualities of leadership and to apply them to the setting in which real, intended changes are needed. In this investigation, leadership is studied by viewing the relationships among

the people involved in the developing and formulating of three different policies in the Vista Unified School District.

A secondary concept emerges, while studying leadership as a contextual relationship. This notion questions the existence of leadership in a hierarchical organization such as a school district. If the buck stops at the superintendent's desk, can real changes in the educational arena truly reflect the mutual purposes of the educational community? "Organizations, after all, are rational instruments, and they are created primarily to accomplish goals. In pursuing goals, people are assigned to formal roles with specific responsibilities. In many organizations, what people contribute to the bottom line is more important than who they are or what they represent" (Deal, 1985, p. 293). By investigating the change process as it unraveled during the inception of the year-round education, bilingual education, and staff development policies in the Vista Unified School District I will determine if, in fact, leadership may be operant in a traditional organization.

Significance of the Issue

Sarason (1990) claimed that the blame for failure in educational reform rests in the power relationships in schools. Generally, elite groups of individuals vie for educational changes that are not aligned with the interests of the community. Most often these changes are never fully incorporated because the educational system's members sabotage

the plan maintaining the status quo.

Roberts (1985) believed that our school systems needed to incorporate transformational leadership in an effort to generate a collective action which empowers people in the change process. His idea suggests that leaders do not always come from district or school administrative offices but are found in the classrooms, board rooms and community. As more people are involved in the leadership relationship the circle of participation grows, allowing educational changes to become institutionalized because of the expanded participation in the process.

Kenneth Leithwood (1992) in his article, *The Move Toward Transformational Leadership*, focused upon a need for the schools of the 1990s to have many leaders who believe in creating the conditions that enable staffs to find their own directions. The leadership dynamic promotes the exchanging of ideas and the use of influence in order to generate mutually-held purposes for the sake of change. Leaders are the individuals who clear a path so that the leadership dynamic can flourish.

These authors, as well as many others, maintain that leadership is the key to addressing the challenges that the future may bring for educating our children. But, the leadership that they are talking about does not reside in the old industrial paradigm of the past but in the emerging postindustrial paradigm--a paradigm that associates leadership

with a dynamic, interactive process among leaders and followers who intend changes berthed from mutual purposes.

Our school systems in the 1990s are effected by a multiplicity of extraneous, competing factors. These factors create complex problems which cannot be solved by a solitary individual who looks down upon us from a summit and dictates prescribed solutions. The industrial view of leadership in the past will no longer be able to capture the heart and soul of today's educational community and successfully move the educational process forward into the 21st century. These challenges can only be addressed by many individuals who hold mutually-held beliefs and will work together in a collective fashion to solve them. In order for a new, postindustrial view of leadership to become a reality individuals must be willing to alter their perceptions of how we do leadership and adopt new mindscapes which view leadership as a dynamic, inter-relational process.

Purpose

The main purpose of this study is to identify and examine the impact of the leadership relationships among the people involved in the formation and development of a year-round education, a bilingual education, and a staff development policy in the Vista Unified School District. The examination of leadership as an "influence relationship among leaders and followers who intend real changes that reflect their mutual purposes" will form the foundation of the study (Rost, 1991,

p. 102). This research will differ from much of the research already done in leadership in that it will not specifically focus on the CEO of a school district nor will it prescribe possible solutions to similar problems facing many of our school districts today. It will however, provide the reader with an in depth understanding of the leadership relationships, the significance of mutual desires and needs, and the importance of intended change.

The main characters in this study included administrators, community members, parents, the superintendent, central office staff, board members, and faculty members who for various reasons were intent upon changing the way their educational system addressed the needs of children in the areas of bilingual education, year-round education, and staff development. Their mutual desires for equity, excellence, and opportunity for all children created a need for changes in the Vista Unified School District.

Change in the Vista Unified School District was prompted by various factors. In the case of bilingual education, the policy formation was initiated by federal jurisdiction. However, the way bilingual education was addressed was specifically developed by the people involved throughout the district. The policy for year-round education was stimulated by the rapid growth and the changing demographics of the district itself while the importance placed on staff development originated within the district walls.

Although the change process was not always initiated by a specific person or group of people, it was addressed and sustained in order to move the district forward and create a learning environment--an environment which will better serve the students of Vista entering the 21st century.

Another reason that this research is important is that it will contribute to the increasing body of qualitative studies found on leadership in a school district. Most often, these studies concentrate on a charismatic superintendent or a dynamic principal. This study intentionally moves beyond that focus into the realm of relationships--relationships among people who are interested in developing mutual purposes that intend real changes. In this specific instance, this study looks at changes in the way students are taught, the understanding of how students learn, and when they attend school.

It is also important to understand how these changes were sustained and why a majority of the school community was involved in all of the changes. Changes in most organizations come from the top down and then fizzle out. If our educational systems are to survive in the 21st century, we must understand that change cannot be something that is dictated to an organization but is necessary in order for an organization to continue to develop and grow. Change, then, must be embraced and learned. Organization members learn to embrace change by seeing the people who have

legitimate authority and power in the organization encourage and support the change process. The superintendent, the central office administrators, and the site administrators should be dedicated and willing to create and sustain a high risk environment--an environment that welcomes creativity, risk taking and change.

The final purpose of this study is to examine the idea of creating and nurturing a vision--a vision that is born out of an ingrained philosophy that emulates the importance of individuals and their ability to learn. In studying the leadership relationship among the people in the Vista Unified School District, it was significant to identify the vision that the superintendent and others had for their district, how this vision was communicated and maintained, and how it directly influenced the educational community.

Research Questions

The following five questions originate from the statement of purpose and enable the researcher to determine if leadership actually existed in this study.

1. How did the leadership relationships in the Vista Unified School District develop and grow over time?
2. How were the leadership relationships connected and sustained among the changes and developments that occurred in the bilingual education policy, the year-round schooling policy, and the staff development policy?
3. What is the organizational culture of the Vista

Unified School District?

4. How was the vision for the Vista Unified School District created, nurtured, and communicated among the educational community?

5. How was the acceptance of intended, real change developed and supported in the Vista Unified School District?

Definition of Terms

The terms listed below are utilized throughout this study and defined in the following manner.

Culture: "The pattern of basic assumptions that a given group has invented, discovered, or developed in learning to cope with its problems of external adaptation and internal integration, and that have worked well enough to be considered valid, and therefore, to be taught to new members as the correct way to perceive, think, and feel in relation to those problems" (Schein, 1984, p. 3).

Influence Relationship: A multidirectional and noncoercive alliance with other individuals.

Intended, Real Changes: Leaders and followers purposefully desire substantive and transformative changes. These changes do not have to occur for leadership to be present.

Intersession: The time school children are on vacation. It is the equivalent of a traditional summer vacation, but instead of one long vacation, year-round education intersessions are divided into four short vacation periods.

Leaders and Followers: Individuals in a leadership dynamic who are active and form a relationship that is unequal because influence patterns are disparate.

Leadership: "An influence relationship among leaders and followers who intend real changes that reflect their mutual purposes" (Rost, 1991, p. 102).

Learning Organization: "An organization that is continually expanding its capacity to create its future" (Senge, 1990, p. 14).

Management: An unequal, authority relationship between an individual with legitimate power and a subordinate(s) in an effort to produce goods and/or services.

Mission: An operational task created by the members of an organization in order to strive for positive organizational outcomes.

Modified Concept 6 Plan: The name for the year-round education calendar that has three tracks which are staggered to start approximately one month apart. Each track has four instructional blocks of eight weeks and four vacation/intersession blocks of four weeks. Each track has 163 school days for students. The beginning and ending dates for the instructional blocks are approximately the same each year.

Mutual Purposes: Common purposes developed by leaders and followers in a noncoercive, influence relationship.

Multi-Track Year-Round School: A school that has more

than one track in operation at any one time. In a three-track system, two tracks are always in session at a time, while one track is always on a brief vacation.

Organizational Learning: The process of acquiring and developing the capability and skills of an organization in order to institute the wants and desires of its members.

Positivistic Framework: A rational, scientific blueprint that is mechanistic and predictive.

Track: A schedule for school attendance and vacation/intersession. It is similar to a school within a school.

Transactional: The exchanging of goods and/or services.

Transformational: The raising of an individual(s) to higher levels of motivation and morality (Burns, 1978).

Vision: "A mental, holographic image of a desirable future for an organization which is grounded in the shared values and aspirations and reflects the shared purpose of all members" (Fink, 1990, p. 9).

Limitations of the Study

Several limitations of this research were evident and identified. The research would be limited because of the retrospective manner in which the investigation was conducted. I was not present in the Vista Unified School District when the actual policies were being made and therefore can only provide a flavor of what might have happened through the voices of individuals involved in the policy-making process.

This flavor is somewhat tainted due to the lapse of time between the actual policy formation and this study. Individual's tend to soften conflictual matters and forget details over a period of days, months, and years.

Another limitation addresses the timing of this study. Two new school board members were recently elected in the Vista Unified School District before the completion of my interview process. Many people in the educational community were concerned with the fresh make up of this school board and the possible shift of educational priorities in the district. The informants responses to certain questions posed in the interviews may be altered because of this fact.

Dissertation Organization

Chapter One introduces the main purpose of this dissertation which is to study the leadership relationships present in the functioning of a particular school district, as well as, determine if leadership is operant in a hierarchical organization such as a school district. Five research questions drive the study and are presented in this chapter. Chapter two contains a review the literature and research findings particularly focusing upon the development of integral concepts involved in the understanding of leadership as a relational process. This literature review also concentrates on the importance of understanding organizational culture, organizational theory, and the superintendency as

well as other pertinent subjects directly related to this study. Qualitative research is the main topic of discussion in Chapter Three. This methodological framework addresses the areas of site and participant selection, instrumentation, data collection, data analysis, protection of human subjects, and limitations of the methodology. Chapter Four delves into the outcomes and findings of the research itself. In this chapter, the researcher will discuss and illustrate the importance of relationships, the emerging themes and categories drawn from the interviews and mined data, and present the results of the study. Chapter five summarizes this research project, draws conclusions from the investigation, and contains some personal views on leadership. This last chapter concludes with a discussion of the strengths and weaknesses of the study and some suggestions for future research.

Chapter II

REVIEW OF THE LITERATURE

Introduction

Artists use a variety of media in order to create a mood, establish a feeling, or project a vision. Prior to the creation of this art work however, the artist becomes proficient in the particular medium at hand. So too, must researchers become knowledgeable in the areas explored throughout their study. In this study, reviewing the literature on leadership, the superintendency, organizational culture and theory are all the media which will be used to create a canvas depicting an accurate picture of Leadership Relationships and the Superintendency. This picture enables the reader to further understand the difference between the nature of leadership and management, the significance of the relationships created and sustained among the superintendent and others within the educational community, the meaning of organizational culture and theory, how it is utilized and changed, and, finally, the importance of the change process. In closing, this literature review will summarize the important facets that have supported the groundwork for this particular study and have moved us beyond the concept of understanding the nature of leadership as defined in the

industrial paradigm to a new understanding of leadership, an understanding that will guide us into the 21st century.

Leadership

Leadership is a complex phenomenon that has been defined in a variety of ways by a multitude of researchers and practitioners alike. These researchers and practitioners have defined leadership according to industrialized views and have provided us with leadership theories that addressed the content of leadership and not the nature of leadership which is inter-relational and focuses upon changes that reflect the mutual wants and desires of the leaders and followers in the leadership relationship.

Bass (1991) compiled an extensive cookbook of leadership theories, concepts, and research. The recipes in his book provide us with the necessary ingredients needed to become a successful leader. Many theorists cited by Bass, suggest that leadership be viewed as a source of personal power, a character trait, a creation of shared beliefs and values, a social attribute, a situational factor, or a behavioral trait (Blake & Mouton, 1964; Calder, 1977; Deal & Kennedy, 1982; Fiedler, 1971; Fiedler & Garcia, 1987; Gardner, 1989; Hersey & Blanchard, 1977; Mintzberg, 1973; Peters & Waterman, 1982; Pfeffer, 1977; Smircich, 1983; Smith & Krueger, 1933; Tierney, 1987; Yukl, 1981). These theories, while quite simple to emulate, placed leadership within a framework that furnished us with an explanation of what might be viewed as good

management. The theories themselves, concentrated on describing the content of leadership as opposed to perceiving leadership as a process and therefore fall short in getting at a true understanding of the nature of leadership. The nature of leadership as seen through the eyes of these industrialized chefs, focuses upon ways to do leadership, rationally and scientifically driven by charismatic males high up on the hierarchial ladder in order to efficiently achieve the best results in a short period of time. Consequently, the concept of leadership has been confused with excellent management or blended into management as an organizational process.

In 1978, Burns, transcended the positivistic framework of these aforementioned theorists who used scientific methodology to understand leadership, by portraying leadership as a process which focuses upon a dynamic interaction between leaders and followers. This process, according to Burns, is political in nature and oriented toward a vision. Leaders and followers have different views on the methods of goal achievement and, as a result, utilize different resources to attain goals. Competition and conflict arise because of these differences. Burns sees leadership "as a special form of power" (p. 12). Leadership, comes in two prototypes, transactional or transformational. He defined transactional leadership as "leaders and followers exchanging one thing for another" (p. 4). Transformational leadership, on the other hand, is "exercised over human beings when persons mobilize,

in competition and conflict with others, institutional, political, psychological, and other resources to arouse, engage, and satisfy motives of followersto realize goals mutually held by both leaders and followers" (1978, p. 18). A new notion of leadership was born. It moved beyond an understanding of leadership as a product to the understanding of leadership as a dynamic process which exchanged values among leaders and followers and raised consciousness to a higher level of motivation and morality.

While Burns contributed to the understanding of leadership by stressing the moral and value base of leadership, he faltered by continuing to focus upon individual leaders and their traits.

Foster (1989) believed that leadership was context bound in that it occurs within a social community and as such, is the result of interactions and negotiations. "Leadership then is an entering into the currents of mainstream consciousness and changing it through a dialectical relationship" (p. 42). Leadership is differentiated from management, goal setting, or decision making because of four important aspects. Leadership is a process that must be critical, transformative, educative, and ethical. Foster stated:

Leadership as a critical practice depends largely on one's worldview of human activity: whether one conceives of human activity as essentially 'received,' passed down from generation to generation without much change, or as

'constructed,' passed down but reinterpreted and re-created in that passing. (1989, p. 50)

Grob (1984) laid the foundation for Foster's views on the critical aspect of leadership.

In pointing to the critical spirit as the ground of all leadership, my intent has been to argue that without that willingness to examine one's life, alleged leaders in any and all areas of human endeavor must, of necessity, become identified with their purposes, purposes which inevitably congeal into fixed doctrines or dogma. In short, potential leaders "without this ground" find themselves in the service of fixed ideas or causes, and thus agents of the use of power in their behalf. No longer nourished by a wellspring of critical process at its center, leadership "dries up" and becomes, finally, the mere wielding of power on behalf of static ideals.

(p. 52)

Leadership as a critical practice not only moves toward a more perfect organization but embraces the ideals of freedom and democracy.

Leadership that is transformative strives toward social change. Foster wrote:

Social change can be accomplished without the complete restructuring of any given society; in fact, social change occurs frequently, in small doses, in the actions and activities of various groups and individuals who hope

to make some sort of difference. (1989, p. 53)

Leadership is an educative process in that it promotes interactive learning between leaders and followers in the leadership relationship for the sole purpose of a joint search for knowledge. Interactive learning is necessary for leadership to prosper. It enables leaders and followers to better understand both themselves and their environment. As Foster noted, "To the degree that leadership can critique traditions which can be oppressive, and aims for a transformation of such conditions, then it must be educative" (1989, p. 53). Leadership in this sense utilizes both analysis and vision. Analysis is used to ascertain the conditions of the organization and vision is employed to suggest alternative opportunities.

Foster's last dimension in the leadership process addresses the idea of ethics. "But leadership is founded on the fact of moral relationships; it is intended to elevate people to new levels of morality" (1989, p. 55). His focus was centered upon the notion that leadership resides in a community and the leadership process moves far beyond the actions of the individuals involved, to the formation of how a moral community lives. Bellah, Madsen, Sullivan, Swidler, and Tipton (1991) reiterated this sentiment.

Yet if we are fortunate enough to have the gift of faith through which we see ourselves as members of the universal community of all being, then we bear a special

responsibility to bring whatever insights we have to the common discussion of new problems, not because we have any superior wisdom but because we can be, as Vaclav Havel defines his role, ambassadors of trust in a fearful world. When enough of us have sufficient trust to act responsibly, there is a chance to achieve, at least in part, a good society. (p. 286)

Foster's perception of leadership provided us with a view of leadership that resides in a community and at its heart is moral. This idea takes us beyond the concept of looking at the leadership process as trait or goal oriented, authoritative, and quantifiable and gives us a new perspective of the leadership process.

Definition of Leadership

Rost (1991) built on the thoughts of Burns and succinctly defined leadership as, "an influence relationship among leaders and followers who intend real changes that reflect their mutual purposes" (p. 102). He highlighted four essential components: influence relationship, leaders and followers, real, intended changes, and mutual purposes, in his definition which he believed must be present if leadership is occurring.

Influence relationship. The first element spotlights leadership as an influence relationship. Influence according to Rost is, "an interactive process in which people attempt to convince other people to believe and/or act in certain ways"

(p. 159). This influence relationship uses persuasion in order to align the wants and needs of the leaders and followers. The alignment of wants and needs of the leaders and followers enables influence to act transversely in the relationship. This means that influence does not flow from the top down, but across the relationship with a noncoercive force. This force allows individuals to freely move in and out of the relationship as well as exchange leader and follower positions. Hickman (1990) compared the idea of influence and authority.

In contrast, *influence* involves the use of indirect or less tangible means to prompt thought and opinion, as well as behavior. Leaders apply influence rather than authority to get people to take action. Unlike managers, leaders do not feel uncomfortable in situations with unclear lines of authority. Authority and influence differ in much the same way that a hard sell differs from a soft sell. One is forceful and direct; the other is more subtle and indirect. (p. 99, emphasis in the original)

Astin and Leland (1991) noted, in their cross-generational study of leaders and social change, that every woman college and university president interviewed used the term *influence* rather than power.

Influence was preferred because it was seen in interpersonal and in value-oriented terms. They [women

presidents] recognized by virtue of their position--being the president of an institution--they had authority and that others attribute power to them (in essence, positional authority creates symbolic power). However, they used their position as a power base to influence and to develop networks that, in turn, became the powerful agents of change. (p. 119)

McLean and Weitzel (1991) believed that influence was the building block of leadership.

The simple act of influencing another person is the fundamental building block of leadership. Virtually all of us have had this experience at some point in our lives. The more we attempt to influence others, the more likely we are to be successful in getting them to follow our lead. And the more we get others to follow our suggestions, the more opportunities we have to address situations and to overcome barriers effectively--to lead. As we learn to lead others within our relationships, they learn to look to us to lead them. (p. 182)

Rost (1991) distinctly separated the concept of influence and power and maintained that influence came from people using power resources to persuade. "Along with rational discourse, influence as persuasion involves reputation, prestige, personality, purpose, status, content of the message, interpersonal and group skills, give-and-take behaviors, authority or lack of it, symbolic interaction, perception,

motivation, gender, race, religion, and choices, among countless other things. I call these things power resources" (p. 105).

Neustadt (1980) stated that, "The power to persuade, is the power to bargain" (p. 28). Therefore, giving us the idea that persuasion centers upon the idea that power is a vital ingredient in the leadership relationship. Tucker (1981) also viewed leadership as power but equated power with politics. Leadership for Tucker (1981) was correlated with the formulating and developing of policy.

First, leadership has a diagnostic function. Leaders define the situation authoritatively for the group. Second, they must prescribe a course of group action, or of action on the group's behalf, that will meet the situation as defined. . . . Third, leadership has a mobilizing function . . . we may describe these functions as diagnostic, policy formulating, and policy implementing. (pp. 18-19)

Booles and Swan (1989) remarked:

It [leadership] is the ability to do or act. It is the ability to mobilize resources--money, people--to influence results. It is the capacity to affect part of the world in which we live. As such, power is neither good nor evil. It is neutral in value. Both Jesus and Hitler had power and used it to effect different types of change, to rally people toward different ends. Corporate

and organizational power is similar in nature. In a corporate hierarchy the ability to get things done translates to having the responsibility and authority to command people and spend money. Corporate power is measured in tangible, sometimes palpable terms--how many people does it give an executive to manage, how indispensable are these people, what are their combined salaries, etc.? (p. 51)

The notion that power is associated with leadership is not a new one. However, the view of how power is utilized by the leader in order to achieve results has changed.

Jacobson and Conway reiterated:

Power is a means to other ends; it is not an end in itself. People do not seek power merely in order to have power. They seek it in order to use it for getting something [done] that they value. In fact, power cannot be understood apart from effects and consequences brought about through intentional concerted efforts (1990, p. 54)

Howell (1988), McClelland (1988), and Sashkin (1988) all pointed out that power in a leadership relationship needs to be socially directed to empowering others in order to achieve positive results. Peters (1988) argued that when faced with uncertain times, leaders must be able to empower followers and develop a humanistic attitude toward workers. Bennis (1989) suggested that leaders invent themselves and in the process empower people and ideas. McClean and Weitzel emphatically

believed that, "reciprocal empowerment generates its own kind of rhythm, its own vitality and momentum. It often results in the forming of even stronger allegiances and compound recommitments that might never have otherwise occurred" (1991, pp. 222-223). Bennis and Nanus (1985) alluded to the fact that empowerment allows people to feel part of the process, enhances their competence, promotes a sense of belonging, and is just plain enjoyable. Carroll stated, "An effective leader is one who empowers others to act in their own interests, rather than one who induces others to behave in a manner consistent with the goals and desires of the leader" (1984, p. 142). Gilligan (1982) found that women perceived power as power among others and defined it in an operant manner. Gardner (1989) believed that institutions and society on the whole should empower people to assume leadership, accept and share responsibility and take the initiative in solving problems. Sergiovanni (1990) espoused that value-added leadership was important in order to promote excellence in education and empowerment was a crucial factor in attaining this goal. He went on to say, "Empowerment is practiced when authority and obligation are shared in a way that authorizes and legitimizes action, thus increasing responsibility and accountability" (p. 92).

Astin and Leland (1991) believed that the concept of power was relational and in their study dealing with women who were leaders they reported:

According to them [women leaders], hierarchical power is problematic in that it can create an attitude of worship by the followers that, in turn, imposes great expectations of what a leader can and should be able to accomplish. It can intimidate those around you thus stifle creativity. They [women leaders] affirmed not a need for power in the form of control but rather power in the form of empowerment. . . .By empowering others, they were able to create a collective that worked synergistically. (p. 119)

Maxcy (1991) contended that the real purpose of leadership is not to control people but to emancipate them thus bringing out their true potential.

The idea of power, as it is known in the industrial paradigm, reflected positional leaders who controlled resources and people in order to accomplish particular goals. Birnbaum's (1992) research on academic leadership reiterated this belief. "Old presidents identified as modal took a more linear view of influence sharing, seeing it as a means toward task achievement and a constraint to be overcome" (p. 101). In moving from the old industrial paradigm to the new postindustrial one, the concept of power is replaced by the notion of influence and persuasion.

Leaders and followers. The second essential element found in Rost's leadership definition deals with the people in the relationship. Both leaders and followers do leadership.

This means that followers are not passive mannequins but are active in the leadership relationship. Followers do leadership in that they may be followers for a while and leaders for a while. Burns (1978) contended:

In most polities there is no clear or sharp line between the roles of leader and follower. And in no society are there leaders without followers or followers without leaders. Moreover, leaders and followers exchange roles over time and in different political settings. Many persons are leaders and followers at the same time. (p. 134)

Denhardt (1981) asserted:

Leadership is a pervasive phenomenon occurring in families, in work groups, in businesses, and at all levels of government, society, and culture. Leadership should be seen not merely as a position that someone holds, but rather as something that happens in a group or organization, something that comes and goes, something that ebbs and flows as the group or organization does its work. (pp. ix-x)

Sergiovanni (1990) noted:

Subordinates always do what they are suppose to, but they respond with little passion and rarely go beyond, to the extraordinary levels of commitment and performance. Leadership, on the other hand, relies on values and ideas and when properly understood and practiced engenders

"followership" feelings and behaviors in teachers and students. Followers respond to beliefs and ideas rather than controls. They respond with passion and commitment and their performance is typically beyond that expected of subordinates. (p. 10)

Birnbaum (1992) believed:

Giving attention to the complex dynamic of organizational leadership, instead of focusing on the myth of heroic presidential leadership, emphasizes that leadership involves interdependencies between roles and that roles change over time. The differentiation between leader and follower thus becomes increasingly arbitrary. (p. 119)

McClean and Weitzel (1991) defined leadership as, "a relationship between leaders and follower(s)" (p. 116). They concluded that leadership had all the elements of any human relationship and is built upon the belief that each person has the other's best interests at heart. Because of this premise, both leaders and followers understand the important aspects of human endeavor.

Foster (1989) used the idea of relationship in a larger context, one of community.

The idea that leadership occurs within a community suggests that ultimately leadership resides in the community itself. To further differentiate from management, we could suggest that leadership is a communal relationship, that is, one that occurs within a

community of believers. Leadership, then, is not a function of position but rather represents a conjunction of ideas where leadership is shared and transferred between leaders and followers, each only a temporary designation. Indeed, history will identify an individual as the leader, but in reality the job is one in which various members of the community contribute. Leaders and followers become interchangeable. (p. 49)

Moriarty (1992) concurred with Foster.

Communities are important because they lead individuals beyond themselves to higher levels of accomplishment and aspiration. Communities strengthen, support, and teach individuals in relationship to each other and to the whole. Forming a community of learners, a community of educators, and a community of citizens constitutes an essential goal, however idealistic, of moral leadership. Without an appeal to permanent, underlying values that inform our relationships, however, this goal cannot be achieved. (p. 63)

The leadership relationship, then, consists of both leaders and followers and is communal and consensual in its nature. The relationship between the leaders and followers however, is not on an even or equal basis. "This relationship is inherently unequal because the influence patterns are unequal" (Rost, 1991, p. 112). Patterns of influence may develop among followers, followers may exert more influence at

times and become leaders, or leaders might sustain their power of influence over a period of time. Nonetheless, the point is that influence in the leadership relationship vacillates among the people in the relationship itself.

In a successful adult relationship, it is unrealistic to expect one person to know how to address every situation and barrier. Leadership, therefore, must shift from one person to another. In this way, everyone may experience the role of leader and thus feel a sense of responsibility for maintaining a satisfying relationship. (McLean & Weitzel, 1991, p. 184)

Real changes. The third point Rost (1991) made in defining leadership dealt with intending real changes. Rost elucidated, "The word *intend* means that the leaders and followers purposefully desire certain changes in an organization and/or in the society. . . . Real means that leaders and followers intend changes in people's lives, attitudes, behaviors, and basic assumptions, as well as in the groups, organizations, societies, and civilizations they are trying to lead" (pp. 114-115).

Wissler and Ortiz (1988) discussed the use of intention based on three schools of psychological thought. They ascertained that the psychoanalytic school espouses the bonding of the conscious will and unconscious wish. In other words, psychoanalysts believe that intentions and actions are inseparable. Secondly, social psychologists suggested that

intentions can be altered by attitude changes. Thirdly, behavioral psychologists concurred with Ivey (1969) who implied that changes in the environment may alter intentions. Wissler and Ortiz added that the "meaning" of an action is either a completed or projected act. N. J. Foster (1983) agreed.

Action is projected behavior which is imbedded in the intention (intended meaning) of the actor, and this intention is generated by our ability mentally to picture what we are going to do, as if it had already been done. This cognitive map which is consulted distinguishes intentional acts from unconscious behavior. (p. 53)

Burns (1978) laid the foundation for the criterion of "real, intended change."

The leadership process must be defined, in short, as carrying through from the decision-making stages to the point of concrete changes in people's lives, attitudes, behaviors, institutions. Even the sweep of this process is not enough, however, for we must include another dimension: *time*. Attitude and behavior can change for a certain period: as in a war popular fads and emotional political movements change only to revert later. Real change means a continuing interaction of attitudes, behavior, and institutions, monitored by alterations in individual and collective hierarchies of values.

Leadership brings about real change that leaders *intend*,

under our definition. (pp. 414-415, emphasis in the original)

This concept moves us beyond the goal oriented idea of leadership, to the notion that leadership is present even if the product or goal is not attained.

According to Astin and Leland (1991), change occurs when, "you first see the problem, get a clear picture of it, and then mobilize others by organizing the collective effort to bring about desired change within the existing structure, not necessarily by overthrowing what is there but by working within it" (p. 116). Change in this sense, molds the existing structure into a new and different form which may or may not include the old values that were present in the previous structure. Change may come over a long period of time or not at all. Hickman (1990) believed that the anticipation of change was important to leaders. "Even distant change is real for leaders because they are constantly trying to anticipate it" (p. 165).

Goodman and Associates (1982) indicated that two distinct types of change occurs, adaptive and planned change. Adaptation deals with evolution and survival much akin to Aldrich's (1979) population-ecology model which emulated Darwinism. The organization, in this model, is viewed as an organism in which variation, selection, and retention occurs. The planned change model defines an aspect of reality as the context for change. Foster (1986) described five models that

address the major conceptualizations about change in organizations. He negated the belief that any one model could stand on its own. "Each of these models attempts to define an aspect of reality as *the* context for organizational change. . . . Organizational change can be likened to a large layer cake: the cake comprises a number of ingredients held together by some inexplicable chemistry" (p. 150, emphasis in the original). Foster believed that the rational/managerial, personal/therapeutic, organic/systems, and political/economic models were represented in layers of a cake and that the icing of the cake was comprised of the symbols, metaphors and culture of the cultural/symbolic model. This cake metaphor enables one to see how the processes of change incorporates a variety of models.

The first of these five models is Lewin's (1939) personal/therapeutic change model. This model shows us that change must come from the individual. The unfreeze, change, and refreeze notion enables one to understand that embedded self-images can be disconfirmed and new ones can be affirmed.

The rational/managerial model promotes scientific positivism. Empirical evidence still sways people's perceptions of how successful change comes about. For example, Havelock (1973) promoted the change agent approach and devised a variety of steps for successful change.

The organic/systems approach to change surfaced in the late 1970s. This approach asserts that systems grow, develop,

change, and die. The system is interrelated and interdependent. Argyris & Schon (1978) introduced the single-loop and double-loop concept which formed a foundation for organizational learning. The single-loop process is much like an interaction, where as the double-loop process includes reflection and relearning. Argyris (1964) also believed that organizations operate from espoused theories as opposed to theories-in-use. In other words, organizations often project one image but in reality and operate in another. Building off the work of Lewin (1939), Argyris & Schon (1978), and Argyris (1964), Senge (1990), proposed five component learning disciplines in order to create and sustain change. He defined a discipline as "a developmental path for acquiring certain skills or competencies" (p. 10) and noted that systems thinking, personal mastery, mental models, building a shared vision, and team learning were all crucial elements for change. Systems thinking deals with the contemplation of the whole. Personal mastery clarifies and deepens personal vision by concentrating on one's own energies, developing patience, and objectively seeing reality. The concept of mental models is embedded in the belief that people have deeply ingrained assumptions, generalizations and mental pictures of how they understand and view the world and therefore have a difficult time changing. Building a shared vision is an important discipline in that it fosters a relationship founded on collaboration, commitment, and a true picture of the future.

The fifth and final discipline focuses upon team learning in order for change to happen and as such, advocates the use of dialogue as a tool to use in order to build a fundamental learning unit. Senge (1990) stated:

When the five component technologies converge to create the DC-3 the commercial airline industry began. But the DC-3 was not the end of the process. Rather, it was the precursor of a new industry. Similarly, as the five component learning disciplines converge they will not create "the" learning organization but rather a new wave of experimentation and advancement. (p. 11)

The political/economic model's roots grow out of power and reward. Coalitions are formed in which the elements of control and conflict are deemed desirable in order to elicit changes. Zald (1970) believed that the internal and external forces in and upon organizations use the manipulation of rewards and changes in supply and demand to initiate and sustain change. Farrar, DeSanctis, and Cohen (1980) supplied us with a realistic view of the political motivations of people. They used the descriptive example of a lawn party to depict the diversity of intentions held by a myriad of people in an attempt to promote various agendas.

In the 1980s the last of the five change models surfaced and ushered in the idea that change could be understood through the use of symbols, rituals, norms and rites. Peters and Waterman (1982) inferred that leaders could create a

culture that could change a corporation. Lakeoff and Johnson (1980) utilized metaphors for change, and Pondy (1978) recognized the fact that changing our language allows us to change oppressive behaviors.

In any case, the personal/therapeutic, rational/managerial, organizational/systems, economic/political, and cultural/symbolic models provide a synoptic overview of change by enabling people to analyze an organization within a wider society.

Foster (1986) talked about organizational change in a school setting and stated, "Change, then, is a complex factor for educational administrators and other school people. It is best considered as a multilayered and interactive set of elements, not all of which need to be considered simultaneously" (p. 163).

Like Pondy (1978), Foster believed that a critical perspective of change must be applied by utilizing the language of change. "The organization is made up of people, each of whom helps to construct a particular social reality that, in turn, is objectified. Change should therefore be aimed not at the organization but the people in it" (p. 164, emphasis in the original). Foster approached the idea of change as praxis which he defined as practical action informed by theory. "Since structures of social systems are created by humans they can also be changed by humans" (Greenfield, 1986). Leaders and followers continuously evaluate social realities.

Beer, Eisenstat, and Spector (1990) studied organizational change in six large corporations and came to the conclusion that the greatest obstacle to the revitalization of a company is the idea that change comes about through company-wide change programs. These editors believed that changes in attitudes and beliefs do not necessarily lead to changes in behavior. Changes come from organizational roles that people play which force new attitudes and behaviors on people. Hunt (1991) suggested that, "In terms of leadership, we would be looking for the patterns of relations among leaders, followers, and various aspects of the context within which they operate, recognizing that a change in one part of the system would change other parts of the system" (p. 48).

Leadership leaves nothing untouched. This ongoing, dynamic process repeatedly seeks change. "This is the essence of leadership: the desire and attempt to change the human condition" (Foster, 1986, p. 187).

Mutual purposes. The final element addressed in Rost's definition is the concept of mutuality of purposes. Rost attests that the concept of mutuality prioritizes both the leaders and followers wants and needs and impacts the changes that the leadership relationship intends. The word *reflect* is deliberately used to dispel the idea that the purpose is being dictated by the leaders to the followers in a hierarchical manner. Reflection, then, is much like a mirror with leaders

and followers exchanging glances until one picture is formed. Burns discussed the importance of mutuality when he said:

The transforming leader recognizes and exploits an existing need or demand of a potential follower. But, beyond that, the transforming leaders look for potential motives in followers, seek to satisfy higher needs, and engages the full person of the follower. The result of transforming leadership is a relationship of mutual stimulation and elevation that converts followers into leaders and may convert leaders into moral agents.

(1978, p. 4)

Crater (1976) using a feminist perspective, discussed the concept of goals and desires and concluded, "an effective leader empowers others to act in their own interest" (p. 142) Carroll (1984) supported this notion of empowerment and believed that "nurturing the potential of the followers helps to build their confidence so that they, too, will attempt leadership" (p. 143).

Kellerman (1984) talked about the transactional leader bartering with the followers in order to satisfy wants and needs. "The transactional leader satisfies his followers' private needs by engaging them in a relationship of mutual dependence in which the contribution of both sides is acknowledged and rewarded" (p. 80). Grob (1984) attacked the issue of mutual purposes from a different angle, "The leader-follower relation which I am endeavoring to articulate here is

one which 'empowers' the follower--indeed, 'both' members of the relationship--to that creative activity in which the horizons of meaning surrounding the issues at hand are perpetually stretched" (p. 276). Bennis and Nanus (1985) supported the idea, "a leader must often broker the needs of constituencies both within and outside the organization. The brokering function requires sensitivity to the needs of many stakeholders and a clear sense of the organization's position" (p. 186).

Foster (1989) espoused the idea that leadership is founded on moral relationships.

This is because of what leadership means to a community of followers: it critiques social conditions, and the followers' role in maintaining such conditions; offers new possibilities for social arrangements, and the followers' role in making such arrangements; and in so doing helps to raise the level of followers' moral consciousness regarding their received situation. (p. 55)

Sergiovanni (1990) strengthened Rost's argument of the importance of mutual purposes by maintaining that:

Value-added leaders, for example, are less concerned with controlling what people do, when they do it, and how; and more concerned with controlling accomplishments--the likelihood that shared values will be expressed and shared goals achieved. These leaders realize that to

most effectively accomplish the latter, one must give up control over the former. (p. 104)

Hickman & Silva's (1984) use of the word *sensitivity*, depicted the importance of mutual purposes.

Sensitivity helps you look inside another person in order to understand that person's expectations and needs. Such understanding helps you act to meet those needs and expectations as if they were your own. Sensitive executives motivate people in the most effective, lasting ways. Those who lack sensitivity, no matter how insightful their strategies, offer nothing but cold, heartless plans, and their efforts at rallying the troops to support a vision of the company's future will probably fail. (pp. 147-148)

Astin and Leland (1991) coined the term *collective action* and believed that the leadership process was one of, "working with people and through people" (p. 157). The thoughts and energies of others lay the groundwork for the group's accomplishments. Power was used collectively in order for people to come together and accomplish change. Walker (1992) contended that, "*Educative leaders should be aware of and capable of responding to the changing balance of relevant considerations, in both their horizontal and vertical relationships in the educational framework*" (p. 66, emphasis in the original). English, Frase, and Arhar (1992) agreed with Walker's premise. "Lateral decisions require groups, and

the more diverse they are, the more appropriate and beneficial the responses usually are. More and more administrators at the central and building levels are working in groups: of parents, students, faculty, community spokesperson, and other agencies" (p. 35).

Changes driven by mutual purposes can take on a new social reality. This reality should create a new, common language in which to speak about the opportunities and possibilities of the leadership relationship's potential. Schwartz and Ogilvy (1979) reflected upon the changes that are rapidly occurring in our world today. These changes reveal a transmutation in everyday life experiences, and they suggested that there is movement toward the acceptance and tolerance of complexity, a shift from hierarchy to heterarchy in government, a change from mechanical to holographic occupations, a focus on taking responsibility for one's own actions, a concern for the multiplicity of factors that may possibly influence traditional concepts, an effort in organizational literature to focus on tasks and an alteration in journalistic reporting from being objective to more of a perspectival orientation. These examples suggest that we are in the midst of a paradigm shift. This shift is moving us away from the industrialized paradigm of the past and into the postindustrial paradigm of the future.

The nature of leadership in this era highlights the importance of an inter-relational process that is consensual,

educative, ethical, and dynamic. Leadership in the postindustrial paradigm will model "an influence relationship among leaders and followers who intend real changes that reflect their mutual purposes" (Rost, 1991, p. 102). It is therefore important that we understand leadership in this new paradigm in order to move our organizations, our schools, and ourselves forward into the challenging world of the future.

The educational community, in general, believes that formal authority and leadership are synonymous so the superintendent because of position, is the leader of the school district (see for example, Blackmore, 1989). The next section will examine the superintendency.

The Superintendency

Most of the research on the superintendency is prescriptive in nature and focuses upon survival skills, gender issues, the leadership style or preparation needed to make a superintendent successful, the role the superintendent plays in employee relationships, school board relationships or instructional leadership and how a superintendent handles conflict or stress (Ashby, 1968; Baptiste and Prentice, 1990; Blumberg & Blumberg, 1985; Burger, 1978; Crowson, 1987; Crowson and Morris, 1990; Cuban, 1976; Cunningham and Hentges, 1982; Dopp and Sloan, 1986; Maienza, 1986; Rogers and Davis, 1991; Wallace, 1992; and Wissler and Ortiz, 1988). These studies neglect to examine the importance of initiating, developing and sustaining relationships that foster leadership

and promote change. Much of this research relies on quantifiable measures in order to understand why a superintendent is effective and therefore falls short in perceiving the true nature of leadership. A brief glance at how the superintendency was born will provide an understanding and a conception of the job itself.

History

A detailed description of the origin of the superintendency could not be found. Wilson (1960) produced one of the few chronologies of the superintendency and reported that the superintendency evolved as a product of growth in the public education arena. State and county superintendents came into being when state funds began to be appropriated for education. Committees were formed in the beginning of the nineteenth century, work loads became too much to handle, so a paid state officer was hired to oversee the accounting activities, thus the birth of the first state superintendent in 1812. The local superintendency was preceded by a school committee which was appointed by the local councilmen and it was a product of the larger cities. Until the 1870s, local superintendents were employed by school boards without specific statutory authority to do so. In 1874, the Kalamazoo case legitimized the authority of a local school board to hire a superintendent (Nolte, 1971). This case provided the local superintendent with legal status even though the duties and responsibilities of the position were

left largely up to the discretion of the local boards of education. Garber (1956) and Cunningham (1962) both studied the decision-making processes of school boards and superintendents and found that the superintendent's legal status was nebulous at best and that many administrative decisions were made by the school board. Cuban (1976) reiterated this thought and reported:

The origin and growth of the superintendent, it was argued, accounted for the fundamental insecurity of the position. From the very birth of the job there were competing role demands upon the superintendent, and these have continued unabated to the present. Historically vulnerable to outside pressure, urban schoolmen created conceptions of leadership which crystallized around these expectations. These views nourished beliefs that superintendents were experts possessing the special competence necessary to manage public schools.

(p. 165)

It is important to understand the superintendency as it evolved through the last two centuries in order to observe that many of the factors which influenced the development of the job still impact upon the superintendency today. The superintendent is still an employee of the board of education. The responsibilities of the superintendent remain up to the discretion of the board of education. As we see, superintendents were initially hired to be reporters and

managers of school districts but not leaders of the district.

Position and Power

The superintendency is a unique position. Zeigler, Kehoe, and Reisman (1985) attempted to compare this position with that of a city manager and concluded that school districts tend to be more removed from conflict than municipalities, school boards appear to operate with a much higher level of consensus than city councils, and finally, school boards and superintendents agree more often than do city managers and city councils. The evidence of their study suggested that neither the school board nor the public is as actively involved in policy making as their counterparts in municipalities. This study does not infer that school boards are unresponsive or undemocratic. Konnert and Augenstein (1990) focused on twelve distinct areas which they felt defined the superintendent's position as unique. Unlike CEOs in other professions, superintendents' positions are generally uncertain and short termed and are often times required to reside in the community in which they work. While working with the "big picture" of the entire school district, a superintendent must provide planning and direction for the district, have good communication skills, be a financial wizard, promote levy campaigns, assist the board with the system's priorities, lobby, make difficult and sometimes no win decisions, and have the ability to delegate personal time to thinking. In other words, a superintendent must be

everything to everybody.

The political aspects of the superintendency are very different from any other positions. Superintendents are given contracts by the school board for approximately two to three years which for any reason and at any time can be terminated, for a price, by the board. Superintendents are appointed by the school board not elected. They have no formal constituency but at times, cultivate followers through their own skill and expertise. These followers are school board members and community members interested in the educational system (Blumberg & Blumberg, 1985).

Not only do superintendents have conflicting roles in the educational system but in order to procure the position, a person is required to have an unusual amount of professional diligence. Most superintendents were teachers, principals, and central office administrators before obtaining a superintendency. (Cunningham & Hentges, 1982).

In spite of any particular aspect of the role that superintendents' predisposition and skills led them to emphasize, the aspect of power and power relationships have been transferred, over time, from the school board to the superintendent (Blumberg & Blumberg, 1985). The pendulum of power slowly swings back and forth, generally responding to the political make up of the school board and intensity of the educational issues present at the time. Nolte's (1974) article dealing with a superintendent's power is a good

example of this very fact.

As superintendents became more powerful, they opened themselves up both personally and professionally to conflict. Wilson stated "the superintendency carries with it acres of headaches, long hours, family neglect, risk, loneliness, criticism, and good chances for a coronary" (1960, p. xiv).

Conflict

Conflict is the DNA of the superintendency (Cuban, 1976). A superintendent must understand and be able to work with the dynamic effects of conflict. Arnez's (1981) study on Barbara Sizemore, the superintendent of the District of Columbia from 1973-75 focused upon the intense conflict a superintendent may encounter when the school board and the superintendent have differing agendas in regard to educational prospectives. The reason for the conflict between the District of Columbia's Board of Trustees and Sizemore stemmed from her decentralizing the school system while changing the dynamics of interpersonal relationships using an administrative team approach. She also tried to better serve the inner-city poor black students by moving away from the mono-lingual, mono-cultural, and mono-modal approach to education. The conservative, anti-decentralization, and anti-change board strongly resisted and resented her attempts in restructuring and as a result, Sizemore was fired in 1975.

Cuban (1976) found that as a new crisis erupted and external pressures escalated, superintendents tended to

respond in the same fashion, even if the situations and times had changed, therefore adding to the conflict that was already present in the system.

Hayden (1986) believed that the conflict between school boards and superintendents was driven by a misperception of roles and changes in membership that affected the balance of power. Both Arnez (1981) and Cuban (1976) concurred with this thought. McCarty and Ramsey (1971) addressed the conflict present in the educational arena and stated:

One can hardly avoid the view that today's educational administrator is engulfed in a pressure packed set of constraints. . . . Individuals previously without power are rapidly becoming aware of the strength that can be marshalled if they work together. . . . The tensions so apparent throughout American society have galvanized [school] boards into the political arena with a vengeance. (p. 153)

Knezevich (1975) attested to the fact that the superintendency was "a position born of conflict" (p. 372). He believed that the creation of the superintendency as a regular post by lay school boards communicated the message that no special expertise was needed to run school districts in the 1970s. This thought created an insurmountable conflict in how the board and the superintendent interacted and conjunctively ran the school district. Today a great amount of expertise is needed in running the complex operations of school districts.

However, some school boards still hold tight to the old views of the superintendency.

Cuban (1985) emphasized that superintendents needed to focus on public relations activities, establish coalitions of people who support the mission of the school system and be able to minimize a negative image portrayed by public school critics. "A superintendent must be proactive in order to avoid a crisis situation, a situation in which no one wins" (p. 29). Conflict and power are at times inseparable but inevitably lead to change and possibly a better educational system for the future.

Leadership

Much of the writings done on the superintendency and have evolved from the speeches and articles written by urban male superintendents and subsequently published by the American Association of School Administrators. Cuban (1976) compiled a large body of data and reported that three general categories of educational leaders emerge. These categories included; the teacher/scholar who wrote on teaching as well as the philosophy and history of education, the administrative chief who was the helmsman of the district, and the negotiator-statesman who used her/his sensitivity to impact the community and special interest groups for the good of education. Burger (1978) suggested that the major role of the superintendent is to arrange the environment so that the educational system may be productive.

Today, the primary responsibility of the superintendent is to provide leadership in establishing a vision for the educational organization and then converting this vision into a set of goals and priorities for the organization (Konnert & Augenstein, 1990). Superintendents are the only individuals who must be concerned about all areas of the educational milieu. The superintendent, more than any other single person in the community, influences the shape of public education (Cuban, 1976). Hoyle and McMahon stated:

As institutions of cultural transmission the management of schools is, or ought to be of a different order. It is concerned with a much more diffuse form of leadership related to the creation of meaning rather than to profit and loss. The symbolic function of school leadership may be met by a leader of vision and charisma, but it would generally be held that vision is preferably informed by a good group of the realities of the educational world: forces in the situation, subordinates, the environment, as well as forces in the leader himself or herself.

(1986, p. 22)

A superintendent must be able to understand and work within the bureaucratic system, a system that can be open (Daft, 1988) or loosely coupled (Wieck, 1974). An open system must interact with the environment to survive. It is important that a superintendent help the school organization to cope with the uncertainty created by external influences.

Organizations are reactionary in light of external pressures. Action often precedes planning and in a loosely coupled system, reactions are usually not related to articulated goals and plans. It is necessary that the superintendent recognizes when a quick response is needed to an external demand. The most effective way superintendents work within the system is through influence--influence with the board of education, the bureaucracy they manage, and the students for whom they are ultimately responsible. Senge (1990) would assert that the best use of influence is derived from the concept of organizational learning. A superintendent's ability to create a dialogue that dispels mental models in order to build a shared vision in an effort to continually learn could create a school system that would be responsive to the needs of all children.

"Superintendents must be involved in the rethinking of what the word *education* means" (Konnert & Augenstein, 1990, p. 29, emphasis in the original). Education is no longer secluded in a classroom setting but moves beyond the boundary of the classroom walls into the world of tomorrow. This world should be reflected in the superintendent's panoramic view of a school district with the understanding that it is seen through a set of unique lenses.

March and Olson (1976) used the metaphor, "organized anarchies," to help us grasp a better understanding of organizations. School systems often times resemble "organized

anarchies." March and Olson's theory is one of many that focus on the importance in comprehending organizations from various view points. The section that follows will outline the concepts of organizational theory.

Organizational Theory

The positivistic paradigm governs the theoretical and practical field of organizational theory today. This paradigm assumes reality is concrete, something that can be measured (Blau & Schoenherr, 1971). Rationality is usually linked to this dominant paradigm which assumes the world is well ordered and mechanical in the face of circumstances that seem clearly to the contrary. Rationality seems to have a continuing place in controlling the complexities of a complicated world (Huff, 1985).

The task of the researcher who is entrenched in this paradigm is to explain organizations by uncovering the laws or cause and effect relationships of an environmental arrangement in order to provide humans with the ability to predict and control the environment and human behavior. Consequently, this paradigm attempts to mold human behavior into an uncontaminated scientific experiment, an experiment however that often fails to provide us with a clear picture of an organization.

Morgan (1986) maintained that organizations are many things at once. "I believe that some of the most fundamental problems that we face stem from the fact that the complexity

and sophistication of our thinking do not match the complexity and sophistication of the realities with which we have to deal" (p. 339). Morgan effectively used metaphors in order to "encourage us to understand and grasp the multiple meanings of situations and to confront and manage contradiction and paradox, rather than to pretend that they do not exist" (p. 339). These metaphors showed us how we could frame and reframe our understanding of the same situation in the belief that new kinds of understandings could emerge from the whole process.

Bensimon, Neumann and Birnbaum (1989) asserted, "In organizations, too, leadership exists to the extent that people believe it does, and that belief depends in part on how participants, through their interactions, construct the realities of organizational life and define the role of leaders within them" (p. 26). Individuals who work in the school system believe that the system represents reality and that the system should remain as it is (Foster, 1984). A leader's ability to frame and reframe understandings of a situation might enable her/him to move the school system forward by communicating and modeling desired behaviors and philosophies. Quinn (1988) espoused that ineffective leaders focus on only one model and effective leaders balance two or more of them.

The concept of communication and the formation of language is an important facet in the understanding of the

nature of organizations (Lakoff & Johnson, 1980). Language is an expression of our thoughts and actions. The way we communicate helps to create our social realities. Pondy (1978) felt that leadership was a language game that shapes and organizes behavior associated with the leadership process.

Bolman and Deal (1984) gave an intellectual and historical perspective on understanding and interpreting organizations by using four unique lenses. A view from the rational actor's perspective, organizational behaviorist, political thespian, and cultural performer enabled one to reframe assumptions and generate insights and options into a variety of problems. This integrative approach reflected multiple realities which provided us with new questions as well as new options to explore.

The rational actor's view is seen in the structural frame which probed behind individuals in order to examine the context in which they related to each other and worked together. March and Olson (1976) and Weick (1985) went one step further by examining the complexities found in the daily lives of organizational members. These authors used the garbage can theory and an unorthodox soccer match to explain the ambiguous nature of organizational life.

The organizational behaviorist's perspective finds its home in Bolman and Deal's (1984) human resource frame. This frame probed the relationships between the individual and the organization. The basic underlying premise in this framework

is the thought that production or output would increase if the individual was suited to the job the organization created. Denhardt (1981) moved beyond this frame and suggested that organizations were created by the human desire to transcend mortality. Morgan's (1986) psychic prison metaphor examined how individuals process and transform unconscious energy in constructive ways.

The political frame enables the political thespian to use the dynamics of conflict and power in the organization in order to create a reality that relies upon active players who are using chaos, influence, persuasion, and legitimate authority to form an institution. Politics is a central element in this perspective. Giddens (1979) believed that conflict was a potential constructive force in the reshaping of organization. "Power relationships underlie the process of reality construction and give force to the human agency of people in organizations." (Watkins, 1989, p. 26)

The cultural performer uses Bolman and Deal's (1988) cultural/symbolic frame to depict structures, activities, and events as myths, rituals, and ceremonies that foster beliefs, build faith, create and reinforce meaning. "These, in turn, can mediate expectations for outcomes, encourage perceptions of connections between activities and outcomes, or actually produce effects" (p. 187). Denhardt (1981) saw possibilities for more humane organizations in the heroic actions of individuals that affirm life and run counter to the

technorational ethic of modern organizations.

Leaders need to realize that understanding the philosophical assumptions of the nature of organizations and how these assumptions relate to their own theoretical preferences and methodologies will enable them to construct more effective businesses, schools, and organizations. New systems can only become meaningful if they are created on the basis of shared meaning. Practitioners in organizations may become leaders by transcending the technical aspects of organizations and involving themselves and others in what Foster (1986) would say is "The meat of the administrator's work. . . .the establishment of a community and a culture within an organization and an organization's self-reflective ability to analyze its purpose and its goals" (Foster, 1986, p. 10).

"I consider organizational culture to be a particularly important linkage among critical tasks, subcultures, and various facets of effectiveness up and down the organization" (Hunt, 1991, p. 217). In order to fully understand organizations, a study of organizational culture is necessary. Organizational culture is the main topic discussed in the subsequent section.

Organizational Culture

The 1980s ushered in a surge of information dealing with the idea of culture and how it shapes an organization. Authors used rituals, storytelling, and symbolism in

omnipotent ways in order to spotlight the importance of culture and how it is entwined with leadership (Barney, 1986; Bennis & Nanus, 1985, Bolman & Deal, 1986; Deal, 1985; Deal & Kennedy, 1982; Frost, Moore, Louis, Lundberg & Martin, 1985; Hickman & Silva, 1984; Potts & Behr, 1987; Schein, 1984; Sergiovanni, 1984; Smircich & Morgan, 1982; among others). A multiplicity of definitions of culture emerged from this literature. Kuh and Whitt (1988) estimated approximately 164 different definitions were formulated. Peterson and Associates (1986) pointed out that ambiguity existed regarding what constitutes organizational culture and attested to the fact that "the definition of organizational culture is neither precise nor consensual" (p. 11). However, most of the authors agreed that values, beliefs, and assumptions were the key elements that made up culture and were ingrained in organizations through the use of symbols, ceremonies, myths, and language. "Culture grows out of past and present actions (process) and results in shared values, beliefs, and assumptions about an institution (product)" (Vaughn and Associates, 1992, p. 21). These views indicate that culture is something an organization possesses. Sackman (1991) asked:

How can a firm's culture be shaped for the best results? Within this perspective *culture* is transformed into a technical term or a variable that can be brought under managerial control. Culture is assumed to act as a control mechanism, to create organizational commitment,

to achieve integration within a firm, or to help it adapt to external changes. And certain kinds of culture promise to produce a better performance than others. (p. 2, emphasis in original)

Sackman indicated that the reason the meaning of culture is confused is because it has not been studied in an organizational context. Beach (1993) dissected the concept of culture into two distinct portions. Ceremonies, language, dress, rituals, and stories are all surface manifestations which he terms artifacts; "artifacts, if you will--of underlying core of fundamental *beliefs* that are shared by the organization's members" (p. 10, emphasis in the original). Core fundamental beliefs make up the other half of the culture puzzle. "These shared beliefs are about what is true, right, appropriate, proper, necessary, desirable, and unthinkable for the organization and about how one ought to act in the context of that organization" (p. 10). Culture in this sense, guides the organization because it provides its members with a common viewpoint that binds them together (Sathe, 1983) and establishes shared values (Beyer, 1981). Johnston (1987) noted that, "at the very foundation of a culture are its values--basic beliefs that control the choices we make" (p. 80). Schein (1985) viewed culture as, "A pattern of basic assumptions--invented, discovered, or developed by a given group as it learns to cope with its problems of external adaptation and internal integration--that

has worked well enough to be considered valid, and therefore, to be taught to new members as the correct way to perceive, think, and feel in relation to those problems" (p. 9).

Schein alluded to the fact that leaders are important in the assessing and changing of organizational culture. Hodgkinson (1991) reinforced Schein's views on culture. "Within the growth and change parameters of a viable culture the role of the leader is crucial. The leader can create new culture and reinforce the old" (p. 82). Deal and Kennedy (1982) asserted that in order to build a culture of excellence in a school system, the leader should first explore and document the school's history, develop a set of core values that comprise the shared covenant for the educational community, identify and celebrate special people, and use ceremonies to enhance the meaning and significance of teaching. March (1984) concurred and stated, "The stories, myths and rituals of management are not merely ways some people fool other people or a waste of time. They are fundamental to our lives. We embrace the mythologies and symbols of life and could not otherwise easily endure" (p. 31). Hickman (1990) wrote that there is a fundamental difference in the way managers and leaders develop culture.

While both managers and leaders may recognize the value of both strategy and culture in an organization, managers tend to think of the strategy-culture mix from the strategic perspective, while leaders tend to see the mix

from the cultural side. This happens because strategy lends itself to analysis, the systematic generation of alternatives, and calculated decision making. Culture, on the other hand, involves inspiration, value sharing, and deep sensitivity to capabilities. By nature, the manager's mind favors clear-cut courses of action based on the implementation of a specific, detailed plan to resolve an issue. The leader's soul, on the other hand, naturally favors creating a cultural climate and attitude conducive to resolving an issue through an appropriate course of action. (p. 55)

Jelinek, Smircich, and Hirsch (1983) noted that linking culture with the organization integrates the subjective and interpretative aspects of the organization. This, in turn, transforms educative leaders into symbolic leaders who pay attention to cultural details (Deal and Kennedy, 1982).

Duignan and MacPherson (1992) wrote:

In this sense, educative leadership is part of a group phenomenon whereby a shared reality of meaning and of what is right is regularly renegotiated and reaffirmed. The use of the adjective *educative* thereby implies the active involvement of all members of an educational organization as philosophers, planners and policy makers. Educative leadership is, therefore, concerned about right and wrong, justice and injustice, truth, aesthetics and the negotiation of practical ideals in education. It is

concerned with an active analysis of the way things are, the way they are seen to be, and with the creation of preferred ways of doing things. (p. 4, emphasis in the original)

Sashkin (1988) thought that organizational culture was the springboard that enabled the leader to formulate a vision for the future of the organization. The concept of vision will be discussed in the following section.

Vision

"Vision defines the ideal future, perhaps implying retention of the current culture and the activities, or perhaps implying change. That is the vision may require no more than natural evolution of the present, or it may require radical changes in what the organization is doing--and perhaps, therefore, in the organization's culture" (Beach, 1993, p. 50). Beach goes on to imply that vision does not stand alone "activities, culture, and vision become an interrelated whole, each interacting with and shaping the other" (p. 50).

Lewis (1986) examined the concept of vision and believed it to be "a person's mental image of the future, based on a collection of information, knowledge, ideas, aspirations, dreams, dangers and opportunities" (p. xiv). Birnbaum (1992) emphatically stated:

A shared vision tells constituents, not necessarily that the institution will be different, but that it will be

better. A vision that creates a common sense of reality selects from among an institution's existing goals those to which special prominence should be given. The leader, through an understanding of the institution's culture, is able to present this new emphasis as consistent with core institutional values and traditions. Once articulated, the vision provides a sense-making lens through which the leader's substantive ideas can be assessed and understood. It sets up the framework that allows others to connect what is being proposed to the shared values of the institution. (p. 26)

Many other authors scrutinized the concept of vision primarily focusing on its connection with leadership. Hickman and Silva (1984) emphatically stated that a clear vision creates the future. "Essentially, vision is a mental journey from the known to the unknown, creating the future from a montage of current facts, hopes, dreams, dangers, and opportunities" (p. 151). Warren Bennis in 1968 decided to study ninety executives in order to define a visionary leader. He found that these leaders had two major things in common, they dream about their work and they all had compelling visions. Tichy and Devanna (1986) maintained that a vision is part of a group effort, in that it is shared. Kotter (1988) also focused upon the view of the members in an organizations and suggested that trust in the leader is necessary for a vision to be palatable to the followers. Fay (1987) believed

that a stereoscopic vision is the answer to the future. This stereoscopic vision would dialectically critique both the individual and the organization. Conger (1989) cited vision as an essential element in charismatic leadership. Hunt (1991) argued that up until now vision was analyzed by emphasizing process rather than content. "That is, it [research] has looked at what led to visions, how they were transmitted, and so forth rather than the nature of vision" (p. 198-199). In his book, *Leadership*, Hunt coined the term *logical incrementalism*, which he defined as the "flowing together of internal and external decisions from a broad range of parties to promote consensus" (p. 201). He believed that the idea of logical incrementalism was more applicable to consensus-driven, group-orientated leaders.

Senge (1990) wrote about the concept of building a shared vision. "If any one idea about leadership has inspired organizations for thousands of years, it's the capacity to hold a shared picture of the future we seek to create. . . . When there is a genuine vision (as opposed to the all-too-familiar *vision statement*, people excel and learn, not because they are told to, but because they want to" (p. 9, emphasis in the original). Senge embraced the idea that only shared visions not personal visions are the ones that are actually implemented. Konnert and Augenstein (1990) reiterated this notion and explained:

Clarity of educational vision and frequent articulation

of goals create the atmosphere for growth and development. However, the vision and goals must be owned by everyone. Therefore, while the superintendent must articulate his/her values and philosophy, there must be room for adaptation and change. There must also be a process of interaction leading to a mutually acceptable and shared vision and goals. . . .The reality of the vision in the lives of students and the educational community and the successful accomplishment of the educational goals will be both the sign and the experience of an empowered educational system. (p. 106)

Sergiovanni (1990) espoused the premise of a shared vision.

Principals and superintendents have a responsibility, even obligation, to talk openly and frequently about their beliefs and commitments, their hopes and dreams, their values and ideals. They are the ones who are responsible for starting the dialogue about what the school stands for, believes in, and about where the school or district should be headed. . . . The building of a consensus about purposes and beliefs creates a powerful force that bonds people together around common themes, on the one hand, and that provides them with a sense of what is important and some signal of what is of value, on the other. (p. 57)

"It takes visionary people to achieve excellence in education. The superintendent must conceive of the vision, the board of

education must act on the vision, and the school people must perform harmoniously to actualize the vision" (Lewis, 1986, p. xx). Senge, Sergiovanni and Lewis all felt that a vision can be conceived by an individual but must be shared by the people in the leadership relationship in order for that vision to be realized. Beach summed this notion up. "Even the most unassuming vision constitutes a challenge to become something stronger, better, different. It is a glimpse of the future's potential. As such, it is a mixture of reality and imagination" (1993, p. 50).

Summary

Up until the present time, leadership has been understood by people entrenched in the beliefs of the industrial paradigm. This paradigm quantifies leadership and reduces the relationship to an authority-based, hierarchial model that produces expected outcomes. Writing about leadership, Burns enlightened his readers and moved them beyond the positivistic framework by stressing that leadership was a dynamic, interactive relationship, was moral at its base and raised consciousness to a higher level of motivation and morality.

Foster (1989) believed that leadership was a context-bound process and resided within a social community. He articulated the importance of critique, transformation, education, and ethics in the understanding of the leadership dynamic. Leadership must be a dialectical process. This process examines one's life in context of the community,

strives for social change, uses analysis and vision to educate others as well as one's self, and is ethical and moral.

Rost (1991), working out of the postindustrial paradigm, defined leadership as "an influence relationship among leaders and followers who intend real changes that reflect their mutual purposes" (p. 102). He noted that there were four important elements present in his leadership definition.

The first of these elements is influence. Rost used the word influence as the power component in his definition and asserted that influence was a vital ingredient in the leadership relationship. Other authors (Booles & Swan, 1989; Jacobson & Conway, 1990; Gardner, 1987; and Tucker, 1981 among others) described the importance of power in the leadership dynamic and believed that power comes in the form of empowerment. Maxcy (1991) contended that the real purpose of leadership is not to control people but to emancipate them.

Rost's second element is how leaders and followers relate to one another. Rost's basic beliefs lie in the fact that both the leaders and followers are active in the relationship, they may interchange positions during the process, and the relationship between the leaders and followers is inherently unequal because the amount of influence exerted is unequal. Foster (1989) expanded the idea of relationship to a larger context and suggested that the leadership process occurred within a community who shared and exchanged ideas and beliefs. Influence and persuasion create a dynamic interaction that

allows the leadership process to grow and prosper.

The third element in Rost's definition addresses the idea of real, intended changes. Rost alluded to the fact that proposed change must be intended in people's lives, attitudes, behaviors, or basic assumptions, not necessarily realized or obtained. Foster (1986) described five change models that addressed the major conceptualizations about change in organizations. Hunt (1991) suggested that patterns of relations among leaders and followers would elicit change.

The final element important to the leadership process involved the concept of mutual purposes. Mutual purposes as seen by Rost would prioritize both the leaders and followers wants and needs and impact the changes that the leadership relationship intended. Benus and Nanus (1985) discussed the *brokering function* of the leadership relationship and stated that this function requires sensitivity to the needs of the stakeholders. Sergiovanni (1990) commented that leaders cannot control followers but can control their accomplishments and in the process shared values will be expressed and shared goals achieved.

The superintendency evolved out of vast demographic changes and a need for someone to report and manage the every day functions of a school district (Wilson, 1960). This position is unique in the sense that, as the CEO of a school district, one has limited power, very little job security, and a vast amount of responsibility in overseeing every aspect of

the educational process in the district. Conflict abounds due to budgetary problems, curriculum changes, and environmental impacts. Knezevich (1975) believed that an underlying problem which creates conflict for a superintendent is the way the position itself is understood. The superintendent of today, more than anyone else, influences the shape of public education. Therefore she/he must be able to establish a vision that moves the educational process forward in order to meet the diverse needs of our children in the future (Konnert & Augenstein, 1990).

Organizational theory is generally governed by the positivistic paradigm. It is important to move beyond this paradigm and view organizations through different perspectives. Morgan (1986) used metaphors in order to better understand organizations. Bolman and Deal (1984) employed the use of the structural, human resource, political, and cultural/symbolic frames so that people could examine organizations through a variety of lenses. Leaders who realize that understanding the philosophical assumptions of the nature of organizations and how these assumptions relate to their own theoretical preferences will be able to construct more effective organizations.

Organizational culture has been the choice topic of research since the 1980s. Most authors agreed that values, beliefs, and assumptions are the key elements that make up culture and are ingrained in organizations through the use of

symbols, ceremonies, myths, and language (Vaughn and Associates, 1992). Schein's (1987) concept of culture focuses upon a pattern of basic assumptions assimilated by a group in order to cope with problems. Sashkin (1988) deduced that organizational culture is the springboard that enables the leader to formulate a vision for the future of the organization. Beach (1993) ascertained that vision defines the ideal future. Birnbaum (1992) added to that thought and believed that in order to obtain that ideal future, it is necessary to develop a shared vision. This shared vision creates a common sense of reality. Sergiovanni (1990) argued that in a school system principals and superintendents have a responsibility to create a dialogue that enables people to bond together toward a shared purpose.

In the end, leadership which is founded in "an influence relationship among leaders and followers who intend real changes that reflect their mutual purposes" (Rost, 1991, p. 102) will guide us into the 21st century.

This investigation will serve as a vehicle in order to explore the dynamic leadership process in the Vista Unified School District. The next chapter will explain the methodology used for this venture.

CHAPTER III
RESEARCH METHODOLOGY

Introduction

The primary purpose of this research project is to examine the leadership process as it occurred in the formation of three specific policies in the Vista Unified School District. I selected this particular school district for my study because I believed that leadership was operant in a horizontal fashion as opposed to the more traditional hierarchical mode. My research concentrated on the development of leadership relationships, specifically among the superintendent, Rene Townsend and others throughout the district who have the foresight to create changes that will positively effect the education of the children in the Vista Unified School District in the future.

Methodological Framework

This study is qualitative in nature and bases its foundation on the concepts of Eisner (1991) who considered empirical inquiry as a powerful way to study education, Guba (1985) and Lincoln (1985) who regarded naturalistic inquiry superior to more traditional research methods and asserted that an event must be studied in its own context before it can

be understood, Patton (1985) who ascertained that qualitative research was rooted in the true meaning of the experience, and Merriam (1988) who thought that the "selection of a particular design is determined by how the problem is shaped, by the questions it raises, and by the type of end product desired" (p. 6). "Overall, however, in a qualitative approach to research the paramount objective is to understand the *meaning of an experience*" (Merriam, 1988, p. 16, emphasis in the original). In this particular study, I am attempting to understand the meaning of the nature of leadership, if leadership can indeed exist in a hierarchical organization, and how leadership is operant during the change process particularly in the formation of three school policies.

Patton (1985) contended:

It is an effort to understand situations in their uniqueness as part of a particular context and the interactions there. This understanding is an end in itself, so that it is not attempting to predict what may happen in the future necessarily, but to understand the nature of that setting--what it means for participants to be in that setting--what their lives are like, what's going on for them, what their meanings are, what the world looks like in that particular setting--and in the analysis to be able to communicate that faithfully to others who are interested in that setting. . . . The analysis strives for depth of understanding. (p. 1)

This investigation relies on a historical case study approach which combines both description and interpretation. A descriptive case study using the historical approach chronicles a sequence of events and gives a detailed account of the phenomenon under study while an interpretive study contains rich, thick descriptions which illustrate, support, or challenge theoretical assumptions held prior to the data gathering (Merriam, 1988). This study will present an overview of the year-round education, the bilingual, and the staff development policies, in the Vista Unified School District and move beyond the annals in order to depict a vivid representation of leadership relationships existing during three change processes.

This investigation uses the researcher as the instrument, is field focused, interpretive in nature, uses expressive language as a voice in text, pays attention to particulars, and is coherent, insightful, and useful (Eisner, 1991). In order to engage the situation and make sense of it, the researcher must be the instrument. Peshkin (1985) believed that in a sense an investigator reveals one's own subjectivity allowing the research to bear one's own signature. A field focus is necessary in order to observe, interview, record, and interpret events in their natural settings. Guba and Lincoln (1981) coined the term *naturalistic* to mean that the experience must not be isolated from the context being studied or the phenomenon under investigation becomes something

different.

Qualitative research is concerned with the manner of meaning and therefore it must be interpretive. Interpretation comes from what Geertz (1973) characterized as *thick description*. Eisner (1991) stated, "The presence of voice and the use of expressive language are also important in furthering human understanding. . . . Good qualitative writing helps readers experience the heat--vicariously, of course" (pp. 37-38). Yin (1984) believed that it was impossible to separate the phenomena's variables from their context. Quantitative studies examine segmented data in order to provide us with a generic outcome. Qualitative studies, paying attention to particulars, exhibit the ambience of the experience. Finally, qualitative studies provide multiple forms of evidence and use reason in order to further human understanding (Eisner, 1990).

The Research Setting and Participants

This investigation was done within the Vista Unified School District, Vista, California. The study focuses upon the creation of the year-round education, bilingual, and staff development policies in relationship to the leadership process. The Vista Unified School District was chosen as a result of many conversations, focusing on leadership and change, between the researcher and various administrators, teachers, San Diego County Office of Education staff members, community members and parents. The Vista Unified School

District was consistently mentioned as a possible site to study the leadership process because the majority of people believed that Rene Townsend was a dynamic and innovative leader.

Rene Townsend and I discussed this project at length in Encinitas, California in February, 1992. We reviewed various educational changes that had occurred in the district in the past five years, and I selected three specific policies that were not only relevant to the educational community of Vista but also were educational issues of national concern in the 1990s. Superintendent Townsend supported my investigation and subsequently provided me with some names of people who were involved in the policy formations. Ms. Townsend also notified her staff, school board members and school administrators about the project and encouraged them to be helpful in this endeavor.

Shortly after our meeting, I started attending forums, board meetings (generally, the second Thursday of every month), cabinet meetings (generally, Tuesday afternoons) and committee meetings.

I attended three school board meetings, an extended cabinet meeting, three central office management meetings, a Vista Teacher's Association forum, a California Teacher's Association meeting, a secondary school growth task force meeting, and a grouping practices committee meeting. These meetings gave me the opportunity to interact and familiarize

myself with the school district as well as with the people in the district who represented a richly diverse cross section of the educational community. In these meetings, I acted as a "researcher participant--one who participates in a social situation but is personally only partially involved, so that he can function as a researcher" (Gans, 1982, p. 54).

The meetings ranged from very formal (school board meetings) to very informal (committee meetings). Never at any time during these meetings did I contact informants. I wrote down names, obtained phone numbers from the office secretaries and communicated with the informants at a later date. My main purpose in attending these meetings was to observe the relationships and interactions of the people involved.

I was initially concerned about the hierarchical structure of the organization inhibiting the interactions of the players, but my apprehension was quickly dispelled after attending an extended cabinet meeting which included administrators, teachers, classified personnel, the superintendent and district office personnel.

The interviews and observations for this study were done at the Vista Unified School District's administrative office, schools, homes, business offices, the San Diego County Office of Education or restaurants in or around the city of Vista. The times and the sites were arranged in order to fit the informant's schedule.

The main participant in this study is Rene Townsend the

Superintendent of the Vista Unified School District, with whom I was not familiar before my research began. Rene Townsend has been the superintendent of the school district from 1988 to 1993. Prior to being superintendent, she was an associate superintendent, assistant superintendent, principal and assistant principal in the Vista Unified School District.

While Townsend appeared to be the central character, I believed that more than one person contributed to the leadership dynamic in the Vista Unified School District. I felt it was necessary to interview all of the important players in the development of the three educational policies. These people were administrators, board members, and community members. The sampling technique I used was what Patton (1980) referred to as "snow ball or chain sampling." This approach employs a key figure to identify informants. Rene Townsend provided me with the initial interviewing list of informants that were actively involved in the formation of the policies. Once the initial list was developed "the snowball gets bigger and bigger as you accumulate new information-rich cases. . . . The chain of recommended informants will typically diverge initially as many possible sources are recommended, then converge as a few key names get mentioned over and over" (p. 176). My original list of approximately fifteen people grew three-fold. I stopped interviewing when the answers to my questions became increasingly redundant. Lincoln and Guba (1985) concur with this technique.

In purposeful sampling the size of the sample is determined by informational considerations. If the purpose is to maximize information, the sampling is terminated when no new information is forthcoming from new sampled units; thus *redundancy* is the primary criterion. (p. 202, emphasis in the original)

In the end, a total of forty-two people were interviewed.

The interviews, on the average, were approximately sixty minutes in length but one interview went well over three hours and another one was as short as forty-five minutes. Since this research began, Rene Townsend and I met monthly for approximately one hour at a time so that I could interview her on specific points, verify facts, and update material. The openness to share and the cooperation given to me by all the people in the Vista Unified School District, especially the superintendent and the secretarial staff, made it possible to obtain an unbelievable amount of material and information concerning this study.

Instrumentation

We assume that human behavior is not random but structured. Much of it is "socially" structured, and we need to discover framework for such structuring. This is obvious enough when we are studying a formal organization, with titles, offices, and so on, but even there, behaviors may not closely conform to what we would expect from titles and office arrangements. We must go

beyond the organization chart in order to discover the social uniformities of behavior (Whyte, 1984, p. 84) In order to move beyond that *organizational chart*, the researcher must eradicate the belief that only formulas, surveys, and other quantifiable techniques measure reality.

Naturalistic inquiry calls for the researcher to be the instrument. Lincoln (1985) asserted, "Naturalists generally, although not always, elect to make themselves the primary data-collection instruments, for no other reason than that the human-as-instrument, although not perfect, is infinitely adaptable" (p. 142). Eisner (1991) believed that the researcher as the instrument engages the situation and makes sense of it by seeing multiple views of reality as more attractive than a single belief. Each person's view of the world is different and provides unique insights to various phenomenon. It is, however, important to perceive and interpret the significance of this phenomenon knowing what to describe and what to neglect.

Instruments must be reliable in any discipline whether they are used in music or medicine. The investigator, too, must be reliable and cognizant in the form of research s/he is going to execute.

My experience using qualitative research procedures started when I wrote a master's thesis for the San Diego State University. I employed both quantitative and qualitative measures in studying at-risk students in a junior high school.

The majority of my analysis centered upon collecting data from interviews. These interview techniques were honed at the University of San Diego during my doctoral studies. I completed approximately six projects that utilized ethnographic, phenomenological, and case study techniques all of which developed and critiqued interviews, integrated field notes and used observation and data analysis in the end process.

For approximately fifteen years I have been a teacher and administrator in the private and public school systems and at the collegiate level. Although an outsider in this particular school district, my knowledge of the system and how it operates is beneficial to this study. I have worked closely with parents, community members, teachers and administrators in various capacities in the educational arena and know how to interact and communicate with them. These skills enable me, as an investigator, to put my informants at ease and to develop a sense of trust with all the people that I am working with. Eisner tells us, "Hence, investigators who study schools or classrooms and who engage in that craft called field work will do things in ways that makes sense to them, given the problem in which they are interested, the aptitude they possess, and the context in which they work" (1991, p. 169). Guba and Lincoln (1981) also thought that the researcher could process immediate data by examining atypical responses, clarifying meaning, and summarizing the story as

the study evolves.

Data Collection

"Data are nothing more than ordinary bits and pieces of information found in the environment" (Merriam, 1988, p. 67). The use of both informal and formal interviews, observations, and archival documents and records provided this study with the necessary data to analyze the leadership dynamic happening in the Vista Unified School District. The use of these data also enabled me to discover if leadership was actually happening during the policy change processes. Data collection which employs a variety of data sources in order to produce a clear picture of the phenomena being studied is known as *data triangulation*. "The rationale for this strategy is that the flaws of one method are often the strengths of another, and by combining methods, observers can achieve the best of each, while overcoming their unique deficiencies" (Denzin, 1978a, p. 301). Triangulation is one of the strengths of case study methodology in that it helps to verify and integrate language and observation. I was able to triangulate the observational data, archival data, and interview data in order to validate obscure statements, verify processes, and substantiate written records.

This research study is foundationally inductive. Goetz and LeCompte (1984) noted "Purely inductive research begins with collection of data--empirical observations or measurements of some kind--and builds theoretical categories

and propositions from relationships discovered among the data" (p. 4). Because of the complexity of the change processes being studied, the collection of data for this investigation took approximately one full year to compile.

Interviews. Since the interview process was the central component for obtaining information, it is of utmost importance that the interviews be properly conducted and the interview questions be well formulated. Interviewing was necessary in this specific study since the educational policies were developed prior to the conception of this investigation.

Patton (1980) argued that the interview for qualitative research is to elicit a pure response not regurgitate a preconceived notion. Whyte (1984) believed that the interview should be nondirective but structured in terms of the research problem. Merriam (1988) discussed three types of interviews, all of which were utilized in this investigation. Early interviews in this study took the form of a semi-structured/unstructured interviews. The reason for this was to obtain some historical and factual data as well as *feel out* the situation in formulating new questions. These interviews slowly evolved into the less structured variety which created an ongoing dialogue between the informant and the interviewer. In conjunction with Merriam's format, I used what Patton (1980) would term the *general interview guide approach* which involves outlining a set of issues that are to be explored

with each informant before interviewing begins. A presumption is made that there is common information that should be obtained from each person interviewed. I worded the questions and determined the order in which I should ask them. At times, I modified the questions or added additional comments in order to elicit clearer responses. These questions emerged as the interview progressed.

All of the interviews conducted in this study began with a question about the background of the informant, the amount of time s/he worked or had children in the district, and the individual's involvement with a particular policy whether it was the formulating of the year-round, the bilingual, or the or the staff development policy.

The use of humor, nonverbal and verbal cues, a connection and interest in the topics, and a keen ear for listening on the part of the researcher, quickly put the informants at ease in the interview session. The informants who were interviewed on their school sites, at home or in their offices were initially more at ease than the informants who were interviewed at a restaurant.

The formation of good questions is imperative to elicit excellent responses. Patton (1980) proposed six types of questions to invoke various responses. These questions range from experience/behavior questions which describe behaviors, actions, and activities to opinion/value questions which try to find out what people think and feel about a certain

phenomenon. Whyte (1984) developed a six point scale for prompting, probing, and eliciting a more detailed response and asserted that "the correct mix among descriptive, evaluative, and nonspecific questions depends upon the purpose of the interview and the nature of the responses" (p. 101). I developed all of my questions using Whyte's and Patton's suggestions in order to create a robust interview.

The questions that were posed to the majority of informants were skeletal in nature. By skeletal I mean that the initial questions evolved into more explicit ones through the interactions between the informant and the interviewer as the interview went along, thus enabling the informants to be more creative and specific in their responses. For example, I asked the informants what their roles were in the formation of the bilingual policy and then asked them how they felt about that particular role.

The questions that were asked of the key informants (Appendix A) differed from the questions that were asked of Rene Townsend. Ms. Townsend and I had conversations on matters leading to an exchange of ideas, feelings about what was occurring throughout the school district, and personal views on the educational process. This exchange, I contend, came about because we established a relationship. Our monthly meetings would always start with a personal conversation and then progress into an interviewing mode which tended to be more of a discussion.

All the interviews were audio taped with the permission of the informants and transcribed by the researcher. The informants signed a formal consent form before the interview began and were told that they could request a copy of the transcript. Only two informants requested a copy.

Observations. Observation as research tool "(1) serves a formulated research purpose, (2) is planned deliberately, (3) is recorded systematically, and (4) is subjected to checks and controls on validity and reliability" (Kidder, 1981b, p. 264). Observations when linked with interviews provide researchers with a rich picture of what is actually occurring. In conducting this investigation, I observed three school board meetings (May, 1992, September, 1992, and November, 1992), three central office management meetings (February, 1992, September, 1992, October, 1992), one extended cabinet meeting (November, 1992), a secondary growth committee meeting (August, 1992), a grouping practices committee meeting (September, 1992), a Vista Teacher's Association forum meeting (October, 1992), and a California Teacher's Association meeting (March, 1993).

As an outsider, I was able to observe things that had become routine to the participants but which helped me understand the context. "The participant observer gets things firsthand and to use his or her own knowledge and expertise in interpreting what is observed, rather than relying upon once-removed accounts from interviewers" (Merriam, 1989, p. 88).

I also employed the use of observation during formal interviewing sessions. This gave me a chance to explore areas that were significant to the informer. For example, when interviewing a principal about the involvement of others throughout the district, she responded, "we have committees ad nausea." Using merely a straight translation of that statement, one could concur that this principal thought that too many committees were formed and too many people were involved in the process. However, when noting her facial expressions, voice tone, and gestures it is obvious that this statement is one of endearment with a touch of humor added. What this principal really meant was that the administrators in the Vista Unified School District continually involve, encourage and welcome people in the decision-making processes. Whyte (1984) noted:

Observation guides us to some of the important questions we want to ask the respondent, and interviewing helps us to interpret the significance of what we are observing. Whether through interviewing or other means of data gathering, we need to place the observed scene in context, searching for the potential positive or negative sanctions, which are not immediately observable but may be important in shaping behavior. (p. 96)

While utilizing qualitative research methodologies and specifically when observing an event or process, concern arises with the possibility of the researcher altering the

situation or interactions of the players involved in that situation. Kazdin (1982) believed that if participants are apprehensive about being judged, aware of being assessed, or react to observational feedback, they may alter their behavior. While attending the Vista Unified School District board meetings, I was initially viewed as an interested community member. After interviewing some of the board members and getting to know them, I found that their reactions to my presence at the school board meetings were unaltered. My presence at cabinet meetings, committee meetings and forums was originally noticed because I was formally introduced and acknowledged by the members. However, once the meetings began and the agenda was followed, my presence was ignored and these meetings preceded as if I was part of the group. Reinharz (1979) argued that the stability of a social setting is rarely disrupted by the presence of an observer. "In situations where motives, attitudes, beliefs, and values direct much if not most of human activity, the most sophisticated instrumentation we possess is still the careful observer--the human being who can watch, see, listen. . . . question, probe, and finally analyze and organize his direct experience" (Guba and Lincoln, 1981, p. 213).

Mining of Available Documents. Newspapers, especially the *Vista Press*, a local newspaper which carries articles on the school district activities and other community news and district office files were my primary sources for collecting

information needed in this investigation. Townsend instructed her secretary, Marilyn Warnberg, to provide me with all the necessary background information required for this study. I also received a copy of Townsend's monthly calendar listing all the important meetings and conferences, along with other pertinent information. This calendar kept me up-to-date as to when certain meetings were held and therefore afforded me the opportunity of attending them. Documents providing me with an historical perspective outlining the evolution of the district and an overview of the development and implementation of both the year-round education policy and the bilingual education policy proved to be invaluable in conducting this research. I was also privy to newsletters, announcements and correspondence between the administrators from the district office and schools. All of these sources supplied me with rich information about the district and the policies researched. Artifacts like these reflect what people believe is important and feel obliged to emphasize. Webb (1981) referred to these as *unobtrusive measures* which reveal hidden underlying values, expectations, and behaviors. Eisner (1991) retorted, "Lest this identification of specific data sources becomes fragmented and atomic, I should emphasize that the context as a whole is a primary source of information; actions within it constitute a subtext that can reveal the meanings people share within that context" (p. 185).

Whatever information I requested was readily given to me.

Both Superintendent Townsend and her secretary informed me that all I needed to do was ask for the information I needed. All of the district employees and community members were extremely helpful in their availability in answering questions and in procuring information.

Data Analysis

Data collection and analysis are simultaneous in qualitative research. Merriam (1988) reported:

Analysis begins with the first interview, the first observation, the first document read. Emerging insights, hunches, and tentative hypotheses direct the next phase of data collection, which in turn leads to refinement or reformulation of one's questions, and so on. It is an interactive process throughout which the investigator is concerned with producing believable and trustworthy findings. (pp. 120-121)

In this investigation, the analysis began when I attended a Vista Unified School Board meeting on May 14, 1992 at 7:00 p.m. at the Administrative Service Center, 1234 Arcadia Avenue, Vista, California. Over 120 people who were members of the community, parents, school administrators, staff, school board members, and central office administrators were present and interacted to various agenda items. These agenda items consisted of a variety of topics. Some of the topics that were discussed and acted upon included the *Golden Apple Awards* for outstanding teachers, the cutting back of hours at

the district's swimming pools, and the concern over the practice of flexible ability grouping for K-12 students. Because of the various assortment of issues being addressed, the large amount of people present, and the diverse make-up of the group of participants at the meeting, I was able to begin construction of an initial picture of the educational community and it's relationship with the school district and personnel, as well as, develop a framework of questions for my interviewing process. This picture became clearer and increasingly more focused when I attended two additional school board meetings.

Because school board meetings are very formal and parameters are placed on individual responses to agenda items (a 20 minute discussion time on noted items) and people take on prescribed roles (the superintendent and board members) it was necessary that my perspective was enhanced by observing informal meetings held throughout the school district. I took extensive notes and audio taped the meetings so that I could link the observations from these meetings to both the archival data and interviews. These informal meetings provided me with a vivid illustration of how people interacted with one another, influenced and persuaded individuals, moved in and out of relationships, and developed mutual purposes in order to create changes. All of these meetings gave me a general sense of the climate and culture of the Vista Unified School District.

Goetz and LeCompte (1984) asserted that a major distinguishing feature of the quantitative and qualitative research designs is the timing of analysis and the integration of analysis with other tasks. Although acquiring a general sense of the school district, it was important for this research to determine if the same climate and culture was present in the development and implementation of the three specific policies under study. The interviewing process addressed this concern.

An initial set of ten questions was developed and piloted. These questions were given to three respondents who offered feedback and additional comments. The original questions were revised for the remaining thirty-nine respondents. These questions changed as fresh thoughts surfaced and new ideas emerged.

Yin (1984) argued that qualitative investigation was "not merely a matter of recording data in a mechanical fashion, as it is in some other types of research" (p. 59). This statement reflects the importance of an ongoing analysis process which makes sense out of one's data. In the case of this investigation, I transcribed the audio tape shortly after a respondent was interviewed. Once the interview was transcribed, I reviewed the data by listening to the audio tape recording and simultaneously reading the transcript. After this was completed, I categorized the data using general themes that were developed from specific categories.

Guba and Lincoln (1981) introduced the concept of *units of information*. They suggested that units of information be heuristic in revealing information relevant to the study and go beyond that information as well as be the smallest bit of information that could be interpreted by itself (p. 345).

I used Guba and Lincoln's concept and developed themes which focused upon; who was involved in the policy formation, what happened, where did it happen, and when did it happen. These themes were then integrated into categories that interpreted data. The categories formed the "concepts indicated by the data (and not the data itself). . . . In short, conceptual categories and properties have a life apart from the evidence that gave rise to them" (Glaser and Strauss, 1967, p. 36).

Some of these categories echoed the informant's basic philosophy of education, personal feelings about change in education, and the importance of involvement in the decision-making process.

The use of triangulation, audio taping, and conformation of information provided the investigator with a rich and robust picture for this study. Multiple sources of data such as interviewing, archival records, and observations triangulated the information. Audio taping enabled the researcher to review the transcripts while simultaneously listening to the tapes thus minimizing the risk of misinterpretation of the evidence. Observing important players in meetings, interviewing informants, and reviewing

archival data all enabled me to continue on the right path in the investigation and provide a realistic view of the leadership process present in the formation of three policies in the Vista Unified School District.

After the data were verified and validated, Smith and Rost's (1992) postindustrial leadership model was used to further distinguish the leadership dynamics created and sustained through the policy-making processes. The model identified and clarified key themes present in the year-round education policy formation and implementation processes and the bilingual policy formation. This model was not effective in analyzing the bilingual policy implementation processes and the staff development program because of the ambiguity of data available in these specific areas.

In summary, initial data were collected through observations and mined documents. This data provided a basis for formulating the questions needed in the formal interviews. Three pilot interviews were done in order to further hone the interview content. Pre-analysis on the data received created a blueprint for the formal interview. This pre-analysis consisted of tagging and identifying important themes and categories which emerged from the three policy formations and implementations. A semi-structured interview format was then developed. The results of the individual interviews were audio taped and transcribed by the researcher. The transcription was done within 24-48 hours of the interview.

Notations were made in the margins of the transcript reflecting the informant's emotions, body language, or sidebar comments. Emerging themes and categories were then tagged for latter collective identification and analysis. These themes and categories were verified through a process of cross-checking and triangulation with observations and archival data. After all the interviews were completed, I then performed an analysis of the key themes. This analysis focused upon the development of relationships and how these relationships were operant throughout the formation and implementation of the year-round education, bilingual education and staff development policies. The use of Smith and Rost's postindustrial leadership model (1992) helped to with further distinguish the leadership dynamics created and sustained throughout the change processes. Conclusions and recommendations of this investigation flowed from this analysis (see Figure 1).

"In short, there are no absolute rules [for analyzing data] except to do the very best with your full intellect to fairly represent the data and communicate what the data reveal given the purpose of the study" (Patton, 1990, p. 372).

Limitations of the Methodology

The first limitation in methodology would be found in data collection. This study relies heavily upon the responses provided to the interview questions. People's unique interpretations of phenomena create individual realities. The

Data Analysis

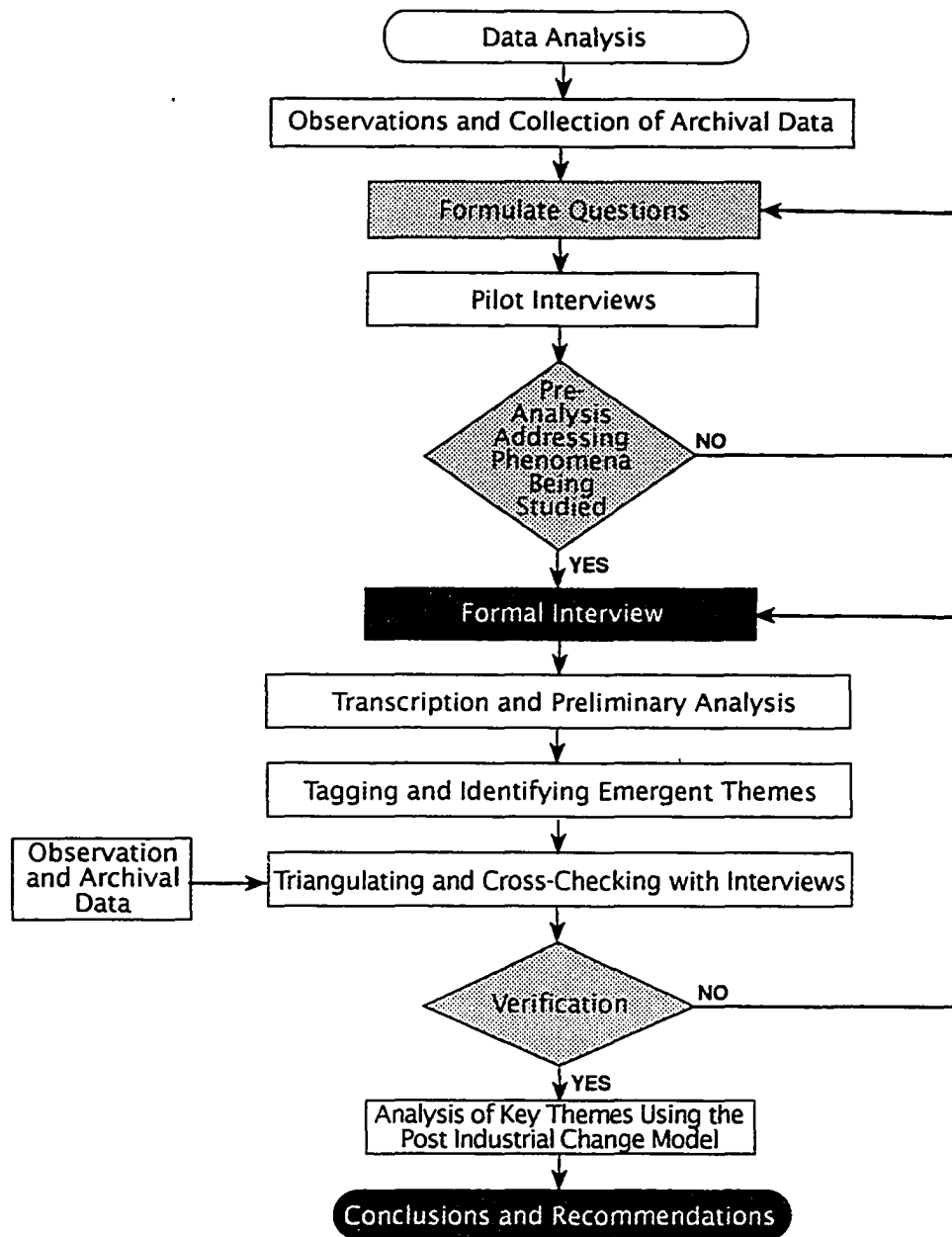


Figure 1. Data Analysis Flow Chart

respondents in this study believed in what they perceived to have happen in the creation and implementation of the year-round education, bilingual education and staff development policies. I employed the use of cross-checking and triangulation in order to validate individual's perceptions and interpretations of the relationships being formed and their impact on the three policy formations.

Since this case was selected for study because of my particular interest in the school district and the superintendent, a second limitation is present. This limitation is one of subjectivity. I believed leadership was operant in the Vista Unified School District and because of this belief, my conclusions and deductions in this investigation may be tainted.

The third limitation is the natural bias that is present when a human being serves as an instrument in both data collection and analysis. I attempted to adopt a neutral stance while serving as the instrument in this investigation. I would reflect upon and deal with my own potential sources for bias and error throughout the study but bias and error can never be totally eliminated only minimized.

The final limitation would include the aspects of validity and reliability. These issues are often times key issues in debates over the legitimacy of qualitative research. The enhancement of quality and validity of the qualitative data in this study came from three distinct sources. I

actively searched for alternative trends that did not fit the patterns being established by the majority of the respondents. For example, I found that on separate occasions, three different people decided that the decision-making process did not include their input and they removed themselves from the leadership relationship. These individuals shared valuable insights as to the actual functioning of committees in the district and the sustaining of relationships in order to initiate changes in the educational arena. Providing alternative views of human actions strengthens the credibility of the research but does not positively validate these actions.

I used triangulation in order to validate the research data. I cross-checked my interviews with my observational records and archival data. I asked different individuals throughout the educational community the same questions in order to obtain differing perspectives of the same issue. Central office administrators and community members often times had contrasting views when discussing their feelings about a certain policy. Written documents validated my interviews. The written evidence corroborated the formation of committees, the decisions of the school board, and the involvement of many people in the policy making process.

"The most important test of any qualitative study is in its usefulness" (Eisner, 1991, p. 58). Eisner is alluding to the fact that an absolute answer does not necessarily provide

one with an understanding of a new or different phenomenon or the interpretation a familiar phenomenon in a distinctive manner. That can only be obtained by viewing a clear snapshot of the phenomenon itself.

Protection of Human Subjects

The rights of the subjects in this study were of utmost importance. Rene Townsend, the superintendent of the Vista Unified School District was asked to grant me a preliminary interview dealing with the prospective investigation. After a lengthy discussion on the topic as well as a projected time line for the study, she consented to the investigation. At that time, a research proposal was written up and submitted to the USD Committee on the Protection of Human Subjects. This proposal outlined the purpose of the study, contained a short literature review, described the research methodology, raised five research questions, and depicted both the risks and benefits to the subjects of the study. Townsend gave her final consent to the project only after the proposal had been accepted by the university and a clear guideline was established for the study.

Before each respondent was interviewed, s/he signed a formal consent form which outlined the purpose of the study as well as the methodology employed (Appendix B). The respondents were also told that a transcript of the interview could be obtained by request. All informants, excluding Superintendent Townsend, knew that their names would not be

used but their comments and answers to the questions would be used in the body of the dissertation placing the subjects of this study generally not at risk.

The next chapter will present a historical overview of the Vista Unified School District and a skeletal evolution of the conception of the year-round education, bilingual, and staff development policies.

CHAPTER IV

PAST TO PRESENT:

REFLECTIONS OF A SCHOOL DISTRICT AND ITS POLICIES

The Vista Unified School District is located approximately thirty-five miles north of San Diego, California. It covers nearly thirty-eight square miles including parts of the cities of Vista, Oceanside, Carlsbad, San Marcos, and some unincorporated areas of the county. The inception of the district dated as far back as 1916 when the Buena, Delpy, and Vista school districts consolidated by a unanimous vote of the communities. The present district was organized in 1936 with the establishment of a high school. Since then, the Vista district has grown to twenty-one schools and is the fourth largest school district in San Diego County (see Figure 2). It is indeed the largest corporation in the community. From 1936 to the present, the Vista Unified School District has had only six superintendents in those fifty-seven years.

A History of the VUSD Superintendency

The first superintendent of the Vista Unified School District was Sherman Freeman, who was at the helm from 1936 to 1946. When he retired, the board hired William Schlechte.

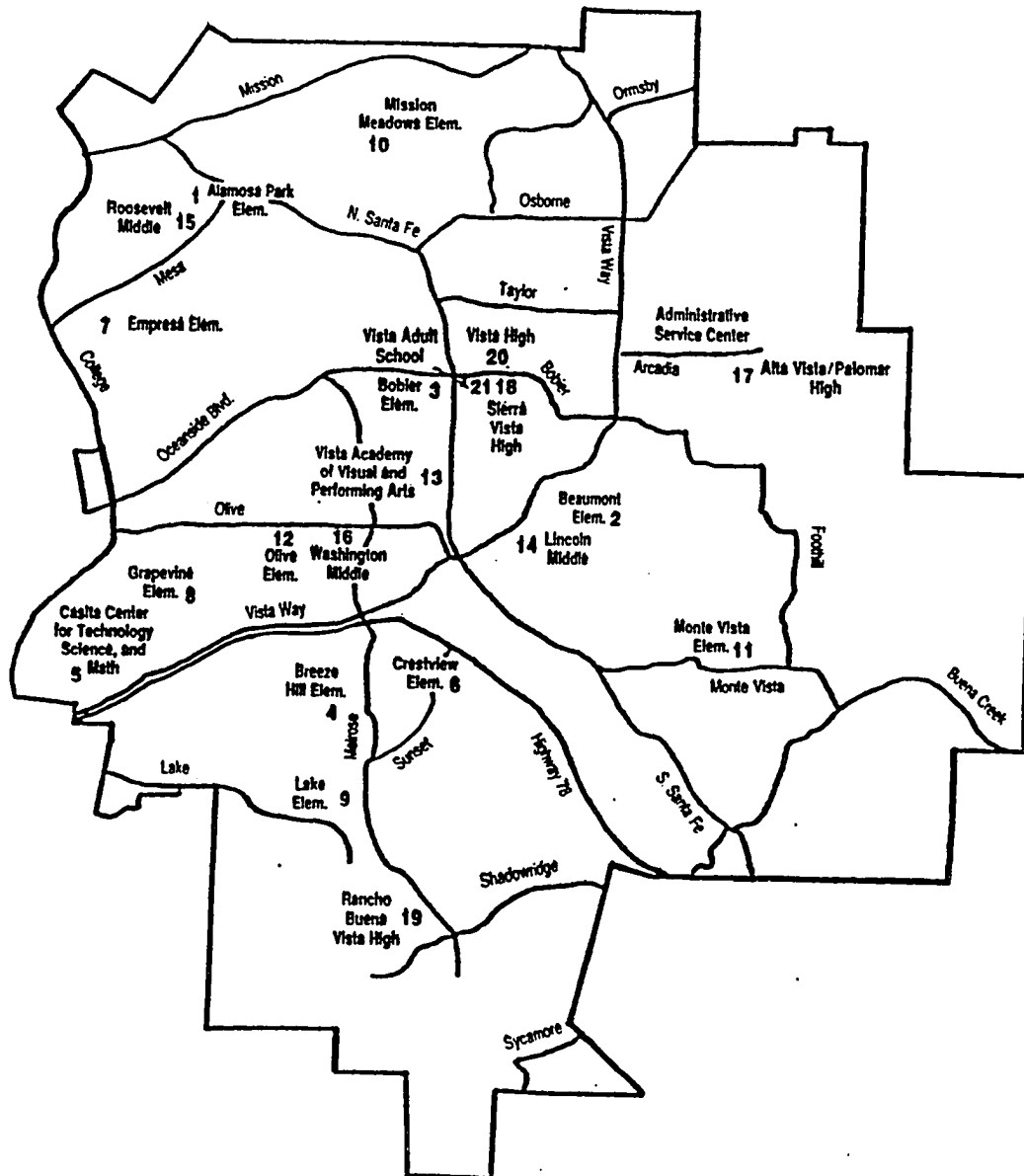


Figure 2. A Map of the VUSD's Schools.

Schlechte administered the school district for the next twenty-three years, dating from 1946 to 1969. During Schlechte's tenure in the VUSD, the *Winton Act* was passed. This act addressed the issue of bargaining for employment benefits and stated that the administration and employees of a school district must meet and confer in order to come to agreeable terms of employment. The Winton Act changed the face of employer/employee relations throughout the state of California. Schlechte followed the guidelines of the Winton Act but the school district still operated his way.

The Vista community, between 1946 and 1969, was a slow growing area whose main commodity was avocado crops. The school district's office, near the old Avo Theater on Jefferson Street in Vista, was occupied by four supervisors and four secretaries. William Schlechte, the superintendent, Joseph Harvey and Mildred Knuppel in the business office, and Robert McKeown in maintenance essentially took care of the central office operation. In fact, the school district was so small that the superintendent personally signed every field trip request. Schlechte's tight-fisted, financially conservative position was aligned with the community's views on managing a school district during those years but changing demographics and a restless board helped Schlechte make the decision to retire in 1969.

In 1968, Gerhart Eikerman was hired as Vista's first assistant superintendent. He was a former principal of

Newport Harbor High School in Newport Beach, California. When Schlechte retired in 1969, Eikerman took over the superintendency. During Eikerman's reign, the school district increased enough in population to warrant the opening of a new high school. Eikerman focused on upgrading the band and football programs at the high school and hired Donald Lauder and Richard Haines to tackle this challenge. These men formed the nucleus of a staff that created outstanding music and athletic programs in the school district that ultimately influenced all of San Diego County. In 1972, Eikerman finalized a land purchase deal, construction, and move of the old high school to the new site on Bobier Ave. He is best remembered as a superintendent who created a *salary stadium* at VHS. In the process of building Vista High School, Eikerman used some general budget funds, beyond the state allocated construction money, to complete the football stadium. For a number of years following this incident, teachers believed that they didn't receive salary increases because of the building of the stadium. No one could actually make a case for the fact that the superintendent's decision had an impact at all on the salary issue.

In the mid-seventies Eikerman made a deal with the City of Vista for the land adjacent to Lincoln Junior High School. This land swap deal resulted in the City of Vista building the current maintenance facility and the administrative offices at 1234 Arcadia Avenue. Eikerman decided to leave the VUSD

superintendency in 1976 when he retired.

When Eikerman retired, the Board of Trustees hired an outside consultant to do a needs assessment survey. This survey focused on what the educational community wanted in a new superintendent. After a national search, the Vista Unified School Board decided to hire Jack Price, an assistant superintendent from the San Diego Office of Education, who had a very strong background in curriculum and was a mathematics and science textbook author. Price was the superintendent from 1976 to 1983. In 1976 Price negotiated a deal with the Daon Corporation, for thirty-five acres of the Shadowridge development project, in order to build a new high school. This land was given to the school district in lieu of developer fee money. Price coordinated the plans and architectural design for Rancho Buena Vista High School.

Parents' expectations for educating their children were changing. Price's background in curriculum and instruction addressed some of these concerns felt by the school community. He launched some major changes, particularly in personnel. During his tenure, Price expanded the number of management positions in the VUSD. In 1977 he brought Rene Townsend from the Poway Unified School District to VUSD as an assistant principal at Washington Junior High School. Soon after, in 1979, Price promoted Gary Olson from personnel director to assistant superintendent. That same year, Rene Townsend acquired the principalship at Washington Middle School.

Price was a key player in bringing the International Baccalaureate (IB) program to the Vista Unified School District. The IB program, as it is better known, is an internationally normed, rigorous curriculum that targets high achieving students and operates similarly to the advanced placement programs found in most school districts.

The shift from running a school district as a business operation to the concentration on better educating the children of the district took place during Price's superintendency. Jack Price departed from the top-down bureaucratic management style and created an atmosphere that represented staff involvement, participation, and openness with employees and the community. He was the first superintendent that articulated the belief that the whole educational community should be involved in the operation of the school district and established committees to address problems. The District Advisory Committee (DAC) and the Budget Committee were two examples of this.

Another important decision that was made during Price's superintendency was changing the secondary composition of the school district. Previously, junior high schools were operated in a similar fashion to high schools. Price believed that junior high schools should be student centered as opposed to departmentally, subject oriented. He strongly promoted the middle school concept which addresses the needs of the adolescent student and directed Gary Olson, assistant

superintendent, Rene Townsend, principal of Washington Junior High School, and William Loftus, principal of Lincoln Junior High School to study and implement the middle school philosophy in the junior high schools. The grade configuration at the elementary, junior, and high schools changed dramatically. The elementary schools now had a K-5 student population, the middle schools had a 6-8 student population, and the high school had a 9-12 student population. This change along with the financial impact felt from proposition 13 created some unrest in the educational community. Due to a combination of personal pressures and educational conflicts, Jack Price decided in 1983 to accept the superintendent position at Palos Verdes, California.

Price's move opened the door for Gary Olson to become the new superintendent of the school district. Olson was from Minnesota where he served as a high school principal and a superintendent. He came to Vista in the 1960s and started his career in California as a science teacher at Vista High School. Olson moved quickly from that position into the administrative ranks. He was a principal, assistant superintendent, and associate superintendent before being appointed to the superintendency in 1983. Olson lived in the Vista community and was viewed as a personal, caring individual who promoted a district climate that reflected and included the wants and needs of the educational community. He developed a positive and open relationship with the Vista

Teachers' Association.

Olson shifted Rene Townsend from the principalship at Washington Middle School to the position of assistant superintendent for instruction. Soon after that, Pete McHugh became assistant superintendent in charge of personnel, John Wiggins headed business services, and Richard Vought was hired as the comptroller.

Olson emphasized the importance of instruction, educated the district on instructional leadership and the ideals of the effective schools' movement, and started the decentralization of the district. The effective schools' research addressed the idea that there were scientific principles behind successful teaching techniques. Olson, with Rene Townsend as co-leader, started a dialogue which centered upon effective instruction. Over a period of years a majority of the staff in the VUSD was instructed in clinical teaching. This extensive staff development opportunity served as the base from which other professional growth activities unfolded.

Olson also believed that the individual schools should make their own decisions on the needs of their particular staff and students. He started principals, parents and staff thinking about the site-based management process.

Olson was not only involved in the Vista Unified School District but during his first year as superintendent acted as the Association of California School Administrator's state president. During his tenure, the Vista community began its

surge in growth which warranted the opening of another high school along with additional elementary facilities. In 1988, tiring of the political fights over opposing agendas, Olson chose to retire and accept the position of director of graduate programs at Pt. Loma College. With this announcement and the strong endorsement of Gary Olson, the Vista Unified School Board appointed Rene Townsend to the superintendency.

Rene Townsend has been the Vista Unified School District's superintendent for five years. She was a teacher in the Poway Unified School District for ten years before becoming the assistant principal of Washington Junior High School in 1977. In 1979, Townsend became principal and four years later was appointed assistant superintendent, a post she held for five years. She was appointed superintendent by the Board of Trustees in 1988 and still holds that position in 1993.

Townsend's innate ability to hire and train excellent employees created continual movement in the district's administrative offices. Don Philips, the principal of Vista High School, was Townsend's first associate superintendent. He held that position for two years before accepting a superintendent's position in northern California. Bruce Harter became associate superintendent in 1990 and in 1992 moved to Cornvalis, Oregon as superintendent. With Harter's departure, Pete McHugh, the assistant superintendent in charge of personnel, was appointed the new associate superintendent

and Susan Coyle, the director of educational services, became assistant superintendent of personnel. The rest of the district administrative staff are: William Loftus, assistant superintendent of educational services, Ronald Riedberger, assistant superintendent administrative services, John Wiggins, assistant superintendent business services, and Richard Vought, district controller.

Townsend's focus has centered upon the need to better educate the diverse school population of the Vista Unified School District. As a principal she was a key player in transitioning the junior high schools to middle schools. As the assistant superintendent, Townsend worked closely with Gary Olson to promote staff development opportunities throughout the district. As a superintendent, she has implemented year-round education, a comprehensive bilingual education program, and magnet schools of choice, among other things. Year-round education increased the elementary and middle school's capacity by approximately 45% and addressed the problem of overcrowded sites, bilingual education promoted equal opportunity to non-English speaking students, and the magnet school concept naturally desegregated the high minority population schools and created exciting, new learning opportunities in the areas of performing arts and technology.

Townsend used the positive climate that Olson established with the educational community and created a district culture that extensively included people in the decision-making

process. She is involved in the community of Vista and actively serves as a board member for the Boys' and Girls' Club and the Vista Chamber of Commerce. Her forte is using a strong research base to educate the community and Board of Trustees on current issues. She disseminates and discusses information on a variety of issues that concern the educational community. Once this information is disseminated and discussed, committees are formed in order to address a specific concern. Committees are comprised of administrators, teachers, classified staff, community members, and parents. These committees address ongoing challenges presented to the school district.

Townsend promoted a collaborative bargaining process with the Vista Teachers' Association and assisted in the streamlining of school board meetings. Bargaining in the Vista Unified School District is consensus driven and positional language is not heard at the bargaining table. School board meetings strictly follow an agenda which outlines items for action and items for discussion. Following this format allows the Board of Trustees to use a blanket vote on issues that do not need to be debated.

Rene Townsend, as the superintendent of the Vista Unified School District, has faced many difficult problems in the past and will continue to face new ones in the future. She has been publically recognized in her efforts to better educate the children of Vista. In 1989, Townsend

received the distinguished Dr. Robert F. Alioto award for instructional leadership in the state of California (see Figure 3) and in 1991 she was elected Woman of the Year by the San Diego Council of Administrative Women in Education. Most recently, in 1993, Townsend was presented with the 74th Assembly District Women of the Year Award by Robert Frazee, a legislator from the State of California.

The Vista community continues its tremendous growth along with a changing demographic picture. The recession of the early 1990s coupled with California's fiscal problems resulted in a tightening of the district's budget which consequently brought changes in programs and schools. A newly elected majority on the Board of Trustees in 1992 will present new and different challenges to the educational community of Vista in the future.

As superintendents change, so does the focus of the school district. Priorities fall by the wayside and new ideas emerge in lieu of old ones. The following policies surfaced as new concerns evolved throughout the educational community.

Three Policy Initiatives in the 1980s-1990s

During the late 1980s and early 1990s the Vista community experienced a tremendous growth surge which dramatically increased the city's population. This increase in population meant more children in the Vista Unified School District. The building of new schools was not keeping up with the increase

Vista superintendent wins statewide award as instructional leader

By Terry Rodgers

Tribune Staff Writer

The state's leading training institute for school administrators has honored Vista Unified School District Superintendent Rene Townsend with its Alioto Award for Instructional Leadership.

The award is named for Robert Alioto, a former superintendent of schools in San Francisco and former director of the California School Leadership Academy in Hayward. He was killed in a May 1983 auto accident.

"It's a very prestigious award because it goes to the superintendent in the state who is considered to have the highest standards of instructional leadership," said Elaine Herabowitz, director of the administration training center for the county Department of Education.

Townsend, superintendent of Vista schools since July 1983, received the award Saturday at a California School Leadership Academy conference in Anaheim.

Townsend's is the largest school district in Southern California to be headed by a woman.

"She's facing lots of different major problems in her district," Herabowitz said. "Despite that, she has remained an active leader in the instructional area. It's easy for a superintendent to pass that responsibility on to someone else and to take over more of the management end of a school district."

Despite that, she has remained an active leader in the instructional area. It's easy for a superintendent to pass that responsibility on to someone else and to take over more of the management end of a school district...

"She didn't get lost in the management end of it. She sees herself as the visionary leader of that school district."

Figure 3. Alioto Award Presented in 1989 to Rene Townsend.

in students. A new solution needed to address this problem. This solution was year-round education.

Accompanying the overall expansion in student population was the change in ethnic make-up of this population. Until the 1980s, the Vista community was primarily Anglo. The 1980s ushered in a richer and more culturally-diverse group of individuals. The majority of this new population was Hispanic. An increasing number of school children who entered the system spoke Spanish as their primary language. This posed a new challenge to the Vista Unified School District. The district attacked this challenge by passing a bilingual education policy and implementing a bilingual education program in a majority of the schools.

As times change, the old ways of the past make way for the new ideas of the present and visions for the future. This is no different in the area of education. Educators need to keep pace with the individual demands of the students of today. The old instructional methods do not work with the diversified student population currently present in our schools. In order to better meet the needs of these students, the Vista Unified School District school board, administration and staff placed a strong emphasis on staff development. Staff development continually educates the educational community of Vista and allows it to remain in the forefront of educational changes.

The History of Year-Round Education

Year-round education is not a new phenomenon. It has been present in many schools throughout the nation for decades and is a viable solution to educational and environmental problems which impact school districts (Lucas, 1992).

YRE places students into tracks. These tracks form a calendar which depict zones of attendance. A single-track calendar places students on one track that operates throughout the year. This calendar is usually established to negate the long three month vacation time given to students during the summer months. The basic premise behind this concept is to limit the amount of reteaching that needs to be done when students are away from the educational process for an extended period of time. Generally, the multitrack calendar staggers two to four tracks in an effort to accommodate more students in the facility. In other words, when one track of students is off from school, two or more tracks of students are in school. This allows a school site to handle a 20%-40% increase in its student population.

California surpasses all other states with the number of schools that incorporate year-round education. In San Diego alone 23% of the students who are enrolled in the public school system attend YRE schools (San Diego County Department of Education, 1991). The rapid surge in population, the lack of procurable funding, and the limited availability of land on which to build schools, contributed to the utilization of

year-round education.

The VUSD Year-Round Education Policy and Implementation

YRE was not a new concept to the Vista Unified School District. It was discussed previously in 1982 as a possible accommodation to the overcrowding of schools and a tight fiscal budget. In the Spring of 1985, Ron Riedberger, the assistant superintendent for administrative services, attended the National Association of Year-Round Schooling conference in Anaheim, California. He obtained information on YRE which was shared with the rest of the administrative staff. In order to continually educate Vista's educational community, in September, 1986, Dr. Charles Ballinger the secretary of the National Year-Round Education Association spoke at a meeting of the Vista Unified school board. His speech familiarized and informed the educational community on the options to a traditional school calendar. This meeting prompted conversations throughout the community which addressed the safety and educational needs of the children in the VUSD who were literally attending schools which seemed to be bulging at the seams.

In March, 1987, the rapidly growing student population of the Vista School District was further impacting the capacity of the schools. After lengthy cabinet discussions on the increasing student population, the district administrators requested that the school board study this problem by approving a district-wide committee to investigate the

possibility of implementing year-round education. The trustees approved this request and directed a committee comprised of administrators, teachers, school board members, Vista Teachers' Association members, Classified School Employees Association members, District Advisory Committee members, Budget Committee members, and parents to review alternatives to the traditional September-June school calendar, double sessions, and other options available to the district. Assistant Superintendent Riedberger was placed in charge of this committee. In an April, 1987 newsletter to the management team, Riedberger issued an invitation to the administrators to attend the meetings, announced subsequent meeting dates and provided an outline of programs established to educate people on YRE. He also stated that the final recommendations of the YRE Study Committee would go to the Board of Trustees in October, 1987 (see Appendix C).

At the November 18, 1987 school board meeting, conflicting recommendations were made by the Citizen's Budget Committee, a committee that researches the district's financial needs, and the YRE Study Committee. The CBC recommended that YRE be implemented in July, 1988 and the Study Committee, after investigating year-round education for eight months, advised implementation during the 1989-90 school term. The Board of Trustees reviewed the committees' suggestions and unanimously accepted the Study Committee's findings along with the following recommendations:

1. Design all new schools with year-round education features in mind.
2. Create a task force to prepare for the implementation of year-round education in 1989-90.
3. Implement year-round education over a 3-5 year period.
4. Eventually include all elementary and middle schools on year-round education (see Appendix D for original policy adoption).

Basically, this policy adopted year-round education as the solution to classroom shortages, established an ongoing task force to address the implementation issues, used a pilot school model, and suggested phasing in the entire K-5 population within a 3-5 year period.

Continuing to address the seriousness of burgeoning growth throughout the district, in January, 1988, the Board of Trustees specifically directed Superintendent Townsend to form a task force to implement the recommendations of the YRE Study Committee's report. The YRE Task Force was comprised of individuals representing all the major constituencies throughout the school district. Assistant Superintendent Riedberger was assigned to take on the direction of the task force. Riedberger established a task force structure that consisted of five subcommittees which reported to a review committee (see Figure 4). Co-chairing the review committee were Riedberger and Superintendent Townsend. Prior to the

Year-Round Task Force Structure

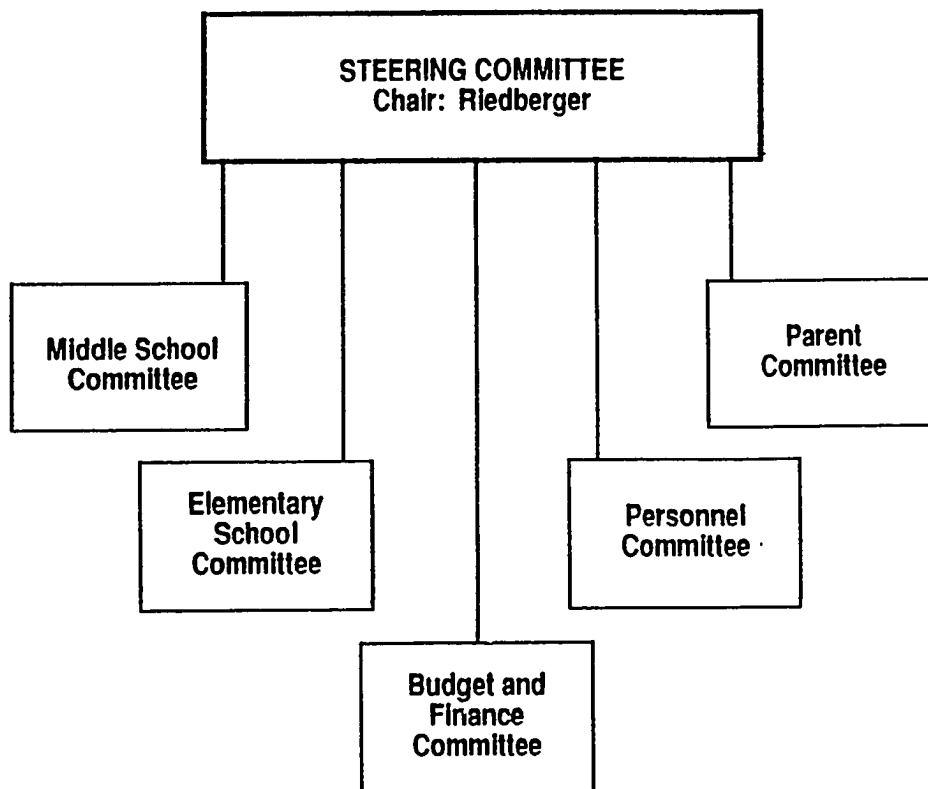


Figure 4. Steering Committee Structure for YRE.

first meeting in February, 1988, Townsend relinquished her position as co-chair of the committee. She stated, "I wanted to step back from the process and create a safety net between the committee and the board" (personal communication, 1993). She acted as that net.

The elementary school, middle school, budget and finance, personnel and parent subcommittees met monthly for approximately a year to brainstorm and discuss concerns brought out in those specific areas. These committees reported those concerns via a representative to the review committee. Most of the initial concerns focused around the adoption of a specific calendar.

For approximately eight months the school district's employees and a large part of the educational community had been promoting a \$63 million general obligation bond initiative that was slated on the November, 1988 ballot. Both the *San Diego Union* and the *Vista Press* extensively covered the story. The bond measure would ensure the maintenance and expansion of the existing facilities as well as the building of new school sites. The money would temporarily relieve the overcrowding of schools, thus delaying the YRE measure. The initiative failed and with it any hopes of building new schools to address the classroom shortage problems.

At the December 6, 1988 meeting of the Board of Trustees, Ron Koch, chairman of the Citizen's Budget Committee, reported that 25,725 students were expected to enroll in the district

in the 1993-94 school year, 5,000 more than had been estimated earlier in the year. The committee recommended that YRE be implemented district-wide at the K-5 elementary level by 1989-90 school term. Koch further stated, "Realizing year-round education is only a two- to three-year band-aide, [the committee recommends] that a plan of how double, or staggered sessions, will be implemented. . . be developed within six months of full year-round implementation" (Transcript, Vista Unified School District School Board Meeting, December 6, 1988, p. 2). The budget committee also suggested that the district have a special election for a similar bond measure in June, 1990. The Board of Trustees accepted the report but took no action. James Hagar, a member of the board, responding to the committee's report, stated that year-round schedules should be initiated in all the K-5 schools simultaneously.

Michael Bunch, writing for the *San Diego Union*, on December 8, 1988, reported on Vista's dilemma over classroom shortages and stated that Superintendent Townsend believed that a 1989 YRE start would be a grave mistake because of the time allotment needed to correctly implement a new calendar. "It's a massive undertaking. Unless the district chooses to do nothing else this year, I would not recommend it," she said (p. B-2).

Based on the coverage given to the district by both the *San Diego Union* and the *Vista Press*, the district management

team disseminated information on year-round education and its impact on the school district to all the site administrators so that they could share it with the PTAs at every school. This information kept the educational community up-to-date with the latest developments on the current issues.

Knowing the impact of the failed bond issue, the management team convened in January to hold discussions on extending the school calendar. On January 25, 1989 at a meeting of the Board of Trustees, James Hagar, a trustee, proposed the implementation of YRE for all K-8 schools for July 1990. This motion was seconded by Linda Rhodes and carried unanimously. There was no discussion on this motion by the individuals present at the school board meeting. A turn of events had just taken place. The original YRE policy with the recommendations from the YRE Study Committee had evolved from incorporating a pilot program at two or three schools at the elementary level to the implementation of YRE in all elementary and middle schools throughout the Vista Unified School District. With this motion, the superintendent's cabinet suggested that a YRE Calendar Committee headed by Riedberger and consisting of representatives from the administrative ranks, school sites, and the Vista community be immediately formed to study the various options in developing a new school term.

The Calendar Committee had the challenging task of bringing forth some viable options to the school board.

This committee explored and debated a number of alternatives before a new calendar was presented. It examined calendars used in other school districts, explored recommendations from Charles Ballinger at the San Diego Office of Education, and tried to create its own unique plan. After months of debating, the committee had narrowed its selections to two possible plans that had a good possibility of working in the district. The first plan, endorsed by many of the elementary level people on the committee, used a four track system that operated on a 60/20 plan. The 60/20 plan has instructional blocks of twelve week periods with vacation/intersession blocks four weeks long. The plan endorsed by the individuals in the secondary education group was the modified six plan. This calendar has three tracks which are staggered to start approximately one month apart. Two tracks have four instructional blocks of eight weeks and four vacation/intersession blocks of four weeks. One track is modified and has one instructional block split in the beginning of the school year and again at the end providing students with two instructional blocks of four weeks. Both calendars would work at the K-8 levels but only the modified concept six calendar would work at the high school level. A vote was taken at the March calendar committee meeting in order to decide which plan would be recommended to the school board. The committee agreed that the modified concept six calendar would be recommended at the April 18, 1989 school

board meeting. Riedberger decided to present both calendars to the Board of Trustees at that meeting in order to further discuss the positive and negative aspects of each plan.

At this meeting, Riedberger presented the calendar options and explained that the modified concept six calendar decreased the instructional year from 180 days to 163 days. The district would add thirty-five minutes to each school day in order to make up the difference. However, a special waiver was needed from the State of California in order to incorporate this plan. The Board of Trustees asked one or two questions, discussed the plans for about five minutes, opened up a discussion period for the people present at the meeting and moved on to the next agenda item. A letter was immediately sent out to all the parents of children in grades K-8 regarding the YRE calendar choices under consideration.

At the May 10, 1989 school board meeting, the year-round calendar selection was not the only contestable item on the agenda. A discussion was to take place on how the district was going to address the family life curriculum. The particular topic in debate was the instruction of students in sex education. The 120 people in attendance at this Board of Trustees meeting didn't respond when the calendar selection was brought to the floor for a vote. The board voted unanimously to adopt the modified concept six calendar thus creating a map on how year-round education in the Vista Unified School District was going to be addressed for years to

come. With the adoption of the calendar, the five district-wide committees began to meet in June of 1989 in order to plan their strategies for the implementation of YRE at the various school levels.

Sometime in June, 1989, a middle school teacher called Stephen Guffanti the president of the Board of Trustees. She voiced her concern over the concept six calendar and pointed out that the green track's two instructional blocks of four weeks would not work at the middle school level. Guffanti questioned this at the June school board meeting and requested the calendar committee research the possibility of changing this track configuration. At the August 23, 1989 school board meeting, Riedberger presented a modification to the calendar. This modification would delay the start of the green track and make the calendar thirteen months long. This solution, although creating many administrative problems, would give each track four instructional blocks of eight weeks. This new modified six calendar became known as the *teacher/kid calendar* and the other modified six calendar was known as the *administrative calendar*. Vicki Corea, the newly assigned district coordinator for YRE, had the job of visiting each school site and polling the employees on their opinion of each calendar. The changed modified six calendar proved to be the one most of the people wanted. This new calendar was adopted in September, 1989 (see Appendix E).

Between the months of May, 1989 through January, 1990,

administrative work was done in preparation for the July start-up in YRE, parents were continually informed of the decisions being made, and the district-wide committees were busy formulating guidelines for board approval. These guidelines outlined organizational concerns in the areas of elementary and middle school curriculum, special programs such as the gifted and talented, bilingual, and special education programs, and scheduling problems. Each guideline received two readings with a discussion period of one month between each one. In January, 1990 the final set of guidelines was approved (see Appendix F).

From January to June, implementation of YRE moved very quickly. Track selection survey cards were sent home giving the district a two week window in which to set up the student population on the blue, orange, and green tracks. Ninety-eight percent of the parents received their first track choice and a lottery was held to determine the track assignments of the remaining two percent. Individual schools were now able to create master schedules and assign children to tracks. All parents and teachers were notified of their track assignment in April, 1990.

In June, 1990, Superintendent Townsend sent a letter to all the parents of K-8 students thanking them for their input and cooperation in the transition to year-round education. In July, 1990, the Vista K-8 schools closed their doors on the traditional school calendar and opened them to a year-round

education schedule (see Figure 5).

The History of Bilingual Education

The idea of bilingual education had its beginnings in 1961 when the Civil Rights Act was passed by the federal government. It was further addressed in 1968 in the Bilingual Education Act under Title VII of the Elementary and Secondary Educational Act (ESEA). These two pieces of legislation established the foundation for bilingual education. This federal jurisdiction was loosely interpreted by school districts and because of this, many students were unable to experience the positive effects of these laws until the mid 1970s. Massachusetts proved to be the ground breaking state in 1971 when it passed a law mandating bilingual education for non-English speaking children (NES). Other states soon followed this lead.

The only Supreme Court case to address the issue of educating children in their native language did so in terms of Title VI of the Civil Rights Act of 1964 in San Francisco, California. In *Lau v. Nichols* (414 U.S. 563 [1974]), the Supreme Court ruled that Chinese students in the San Francisco public school system had a legal right to receive remedial English instruction. The Court went on to emphasize that basic English skills are at the core of what public schools teach and that students who do not understand English are effectively foreclosed from a meaningful education. Several lower courts have relied on the equal protection

Year-round school to begin

'Blue track' students to report Monday

By ROBBIE WHITT
Vista Press staff
It's here.

After years of discussion and months of planning and preparation, year-round school begins this week in Vista.

On Monday, Vista Unified School District's elementary and middle school students assigned to the blue track head back to the classroom, less than a month after going home for the summer.

"I'm excited about something new and different and working with only 450 kids to begin with," said Stephanie

Tarkington, principal at Washington Middle School. "And the teachers are excited about working with smaller numbers on campus."

Orange track students join the blue track on July 30. Green track students begin school on Aug. 27, the day blue track recesses for a monthlong vacation.

"I think people will really like YRE once they get used to it," said Vicki Corea, the district's YRE coordinator. "In fact, I think that once the people get used to YRE, if (the district) tried to go back on the traditional system, there would be a real fight to keep it."

VUSD decided to implement year-round school to ease its current overcrowding crisis. Vista's swelling population has brought a rapid influx of students. Without enough classrooms to handle the students, VUSD began using hundreds of portable classrooms.

District officials hope that year-round education will ease overcrowding for the next two years.

"Given the circumstances, I think YRE is here to stay," Corea said. "Unless we eliminate the circumstances, which is overcrowding."

Blue track dates

July 2: First day of school
July 4: No school, Independence Day
Aug. 24: Last day of school
Sept. 25: Return to school
Nov. 12: No school, Veterans Day
Nov. 21: Last day of school
Jan. 2: Return to school
Jan. 21: No school, MLK Day
Feb. 11: No school, Lincoln's birthday
Feb. 18: No school, President's Day
March 1: Last day of school
April 1: Return to school
May 27: No school, Memorial Day
May 30: Last day of school year
July 1: First day of 1991-92 YRE
July 4: No school, Independence Day

First day of school goes smoothly

By ROBBIE WHITT
Vista Press staff

Some kids missed the bus and some kids missed school on their first day back Monday, but in general, the Vista Unified School District kicked off year-round school without incident.

"It went great. I don't know of any hitches," said Ron Riedberger, assistant superintendent of administration services. "The thing that surprised me was the percentage of students who made it to class the first day — from 92 to 93 percent at the seven schools I visited. When you think about it, it's amazing, because any day of the (traditional school) year at least 5 percent of the children are out."

Students on VUSD's blue track started school on Monday. Orange track students will report to school on July 30, and green track students will report Aug. 27.

Of the few students who didn't show up Monday, some were sick, some were with their parents on short vacations for the Fourth of July holiday, and some parents forgot their children

were on the blue track, various school officials reported.

"We had 93 percent of our blue track students show up, and four students who were on the orange track," said Carmen Roenkers, school office manager for Santa Fe Elementary. "And (the orange track students) came to school because they saw the other kids coming. We just told them they didn't start until July 30 and they said OK. But overall, it was very smooth in the office."

Roosevelt Middle School Principal Vincent Jewell agrees the first day was smooth.

"We had a quiet, smooth transition to year-round," he said. "The only problems we've had were very small. For instance, we didn't have much time to work with staff before school started. We have 10 new teachers here at Roosevelt, and three have never worked at this district. We had only one scheduled staff meeting, so they're still learning how the school and district operate. On traditional school, we have three full days before

school starts."

Jewell says some adjustments will have to be made in the classrooms, too — some have too many students, some too few. But by next week, he foresees all problems fixed.

"But it sure was nice starting up a program with only one-third of the kids. It makes for a quiet, nice month," he said.

Lincoln Middle School also reported a smooth transition.

"It was very smooth, nothing is throwing us for a loop," said Assistant Principal Ben Smith. "It's nice and quiet. Right now we only have 150 students per grade, when we formerly had three times that amount."

Smith said they had a small number of mis-scheduled children, but that was about it.

Riedberger said the district is very pleased with how well things have gone in the first couple of days but said he isn't surprised.

"We spent so much time planning for (year-round education) that it was ready to go," he said.

Figure 5. Year-Round Education Starts in Vista.

guarantees of the Fourteenth Amendment in ordering bilingual educational programs where there appears to be discrimination against non-English speaking children. The Fifth Circuit Court ruled that a lower federal court had properly ordered a comprehensive bilingual program to remedy a situation where segregation existed between Mexican-American students in *United States v. Texas* (342 F. Supp. 24 [E.D. Tex. 1971]), "aff'd," 466 F.2d 518 [5th Cir. 1972]). *Morales v. Shannon* (516 F.2d 411 [5th Cir. 1975]) was an example of how the courts interpreted the negligence of the schools in addressing the need to overcome language barriers in the educational system in order to educate all children.

The questions of how to accommodate the school's curriculum for non-English speaking children and the amount of native language instruction provided in subjects other than English leave no simple answers. The solutions to these questions were never addressed by the Supreme Court, but in some cases they are found in individual state statutes and regulations.

In 1974, AB 2284, the Bilingual Education Act was enacted in California and shortly thereafter, in 1976, AB 1329 specifically declared that a school which has ten or more children who speak the same language must offer those students the opportunity to be educated in their native tongue and established provisions for a full or partial bilingual/bicultural education program in grades K-6. These laws

provided the Vista Unified School District's Board of Trustees with a springboard to address the educational needs of an increasing number of students whose native language was not English. From 1984 to 1991, the number of non-English speaking students had grown 438% (see Appendix G).

The VUSD Bilingual Education Policy and Implementation

The events leading up to the adoption of the bilingual education policy on November 14, 1991 are not as clear cut and precisely laid out as the year-round education policy and implementation. There are two distinct reasons for this. The first reason is that the bilingual policy addresses a specific population of people and therefore not everyone in the school district is involved or even interested in what happens in this area. A second reason is that there has been an ongoing implementation of this program, specifically in the area of language acquisition, which had been questioned by a select group of people in the educational community.

Bilingual education was addressed in a variety of ways in the Vista Unified School District and up until 1991 it appeared to be a piecemeal program with no central hub of existence. In the early 1980s, Sante Fe, Olive, and Bobier elementary schools, which had high minority populations, housed bilingual programs on their sites. These site programs were crudely developed and had a limited number of bilingual teachers. Other schools bused their students to these programs or, more often, the administration provided

students with an ESL aide who interpreted the academic material for them.

In 1983, Paul Brostrum, the coordinator of curriculum, applied for and was awarded a five year grant for bilingual education from the State of California. This grant supplied funds in order to establish a program that addressed the needs of an increasing LEP population of students. That same year, Brostrum hired Julie Hemaney as the Title VII director. Hemaney's main job was to oversee the bilingual program and, with the assistance of others, develop a pilot program for the Spanish-speaking students. Her first year's salary came directly out of grant funds. After 1983 the Vista Unified School District incrementally matched the salary funding amount and, in 1988, Hemaney was a fully contracted employee paid totally by district funds and housed in the district's administrative offices as a resource teacher for bilingual education.

A pilot bilingual grant program was developed at Monte Vista Elementary School, starting in grades K-1 in 1984. Every year a new grade was added to the program and, in 1988, Monte Vista became a bilingual model school for all the other schools in the district. Hemaney and a group of teachers examined a variety of bilingual models already incorporated into other school districts. They chose to implement the transitional or late exit model in their bilingual program at Monte Vista. This model has students

receive instruction in their primary language. Typically, if children enter school in kindergarten, they would be ready to begin transitional English in the third and fourth grades and could enter a regular fifth grade class with ESL support. If students began school after their kindergarten year they would be placed at the appropriate grade level. This transitional model appeared to work well at Monte Vista. Sante Fe Elementary School followed Monte Vista's lead and soon other schools incorporated this model of bilingual education at their sites. The manner in which the bilingual program was being implemented was accepted by most administrators. However, Hemaney encountered some resistance from principals, two in particular, who felt that Spanish-speaking students could best be served by bilingual aides in regular classrooms and therefore would not support the incorporation of this program at their schools.

Sometime in 1986, a combination of circumstances provided an arena that focused upon non-English speaking students. An increase in minority population in a number of schools throughout the district coupled with the sunset of AB 507, an act that addressed bilingual education in California, prompted the Vista Unified School District administration to further address the education of minority students.

As the number of bilingual students increased so did the number of educational problems. The current resources no longer matched the needs of the student population. There

was talk among the school staffs and the superintendent's cabinet about the need to hire additional bilingual teachers. Efficient testing and correct placement of these students proved to be a burden at individual sites. Hemaney, now a bilingual resource teacher at the district office, worked closely with Assistant Superintendent Loftus to establish a model which identified a lead bilingual teacher at each school who would address particular problems, gather needed information and materials, and assist the rest of the bilingual staff. These lead teachers were allocated two substitute days per month in order to accomplish these tasks. This release time was funded by Economic Impact Assistance money. Once a month the lead teachers would meet with Hemaney in order to receive updated information from the district and the state about bilingual education and voice their concerns as well as their staffs' concerns on various topics.

In conjunction with the model program, a monthly staff development program for bilingual instructional aides was established by a migrant education teacher and Hemaney. By 1986, instructional aides played a much larger role then they did in the past. Bilingual aides no longer only needed to speak two languages but had to qualify for oral language proficiency in Spanish so that they might be able to reach a more diverse clientele.

Testing and placement of non-English speaking students was addressed by a Newcomer's Center. This Center was

established after two years of Hemaney's insistence of its need to Brostrum and three years of trying to convince the VUSD board that, over time, it would efficiently serve the students, teachers, and schools. Finally, in 1985, Hemaney convinced Brostrum to accompany her to San Francisco where they could examine an *Intake Center* which addressed the testing and placement of minority students. This Intake Center was so impressive that Hemaney immediately won the support of Brostrum. The school board was another matter. Hemaney accumulated and recorded extensive data on incoming minority students between 1984-1986. She used the data to paint a clear picture of how the district's school population was evolving. The data described the number of new minority students arriving in the district, the students' special needs, the impact on the individual schools in regard to testing and placement, and the cost. Hemaney's presentation of the data to the school board convinced the trustees that a newcomer center was needed. The center opened its trailer doors in 1986. Hemaney and an aide at the center did all the initial testing, the Individualized Education Plan (IEP), the identification that was necessary for the state's records, and health information. These administrative jobs assisted the individual schools and correctly placed minority students in the programs that best served their needs.

The sunseting of AB 507 meant the dissolution of a formal law that required bilingual education to be implemented

in the school districts throughout the state of California.

However, other laws are still required:

- identifying limited English proficient (LEP) students,
- assessing the student's proficiency in English or another primary language,
- assessing the academic achievement of students to determine the necessity for academic instruction through the student's primary language,
- providing English as a second language (ESL) and appropriate primary language instruction to meet the equal opportunity requirement,
- developing a procedure to ensure that participation is voluntary on the part of the student's parents,
- continuation of adequate resources, personnel, staff development, and practices in all California school districts,
- inservicing and preservicing of personnel, monitoring the progress of each LEP pupil in areas of ESL and academic achievement,
- establishing a method for long term accountability in which school districts specify the measures utilized for assessing the adequacy of programs for LEP students,
- developing of district and site level parent advisory committees,
- reporting the R30 language census.

The question put forth by the teachers entrusted with the instruction of these children to the administration did not

center upon what needed to be done about bilingual education but how the education of an increasing minority population would be accomplished.

Rene Townsend the associate superintendent and William Loftus the assistant superintendent were asked by Superintendent Olson to establish a task force in order review the district's bilingual education program and develop a master plan to guide these efforts over the next several years. The task force was chaired by Loftus and comprised of staff members from Monte Vista, Crestview, Santa Fe, Beaumont, Bobier, and Olive elementary schools, Lincoln Middle School, and Vista High School. Also represented were individuals from migrant education, the Newcomer's Center, and instructional services. This task force committee met for 2-3 hours per month for a period of nine months. Loftus continually informed Townsend on this process.

On June 24, 1987, Loftus presented the task force's recommendations to the Board of Trustees. These recommendations were based on current research in bilingual education. The task force members stated that the identified outcome of the bilingual program was to develop English language proficiency and academic achievement in the minority student population (see Appendix H for complete report). There was little debate by the public over this issue, and the recommendations of the task force were accepted by a 5-0 vote of the board. These recommendations provided the foundation

for the district's bilingual programs of the future.

In 1988, as the minority population continued to grow in certain areas of the district, bilingual teachers had to be moved from one school to another to accommodate this growth. This created some concerns and voices of disapproval among the community, the parents and some administrators. The board members had approved the bilingual recommendations because they felt that these recommendations reflected the district's basic philosophy. Implementation of this philosophy would test the strength of character of the district's administration.

The focus of the Vista Unified School District between 1986-1990 centered upon alleviating the overcrowded facilities throughout the district and therefore most other issues were put on the back burner. Bilingual education was one of these issues. The progress that was made in this area was very slow but the issue was once again highlighted when in 1990, Charlene Zawacki, a bilingual teacher representative for the Vista Teacher's Association (VTA), brought a multitude of concerns to the bargaining table. These concerns centered upon teaching stipends, release time for further instruction in bilingual education, and an increase in support for bilingual teachers. Among the items that were discussed by the VTA members and administrators were problems that could not be addressed in the teacher's contract.

The Vista Unified School District was in compliance with

the state laws for bilingual education and was using a two-thirds/one-third model for instructional purposes. In this model, two-thirds of the students in the self-contained classroom are Spanish speakers (bilingual) and one-third are English-only speakers (monolingual). This meant that the classroom instructor had to teach every subject in two languages. This difficult instructional task coupled with the concerns brought out in contract negotiations forced the district to immediately act on the issue of bilingual education.

Responding to the needs of the bilingual teachers, the district administrators and the director of educational services established a task force for bilingual education in September, 1990. Sue Coyle, who had recently been hired by Townsend as the director of educational services, was responsible for categorical programs and the secondary school curriculum. Responsibility for the bilingual program fell under this umbrella. Up until this time, the bilingual program was addressed in a variety of ways on selected sites. The lead teachers at these schools and Charlene Zawacki, the resource teacher at the district office, were responsible for the coordination of the program. By 1989, these responsibilities became overwhelming because of the burgeoning minority population. Coordination efforts made way for instructional survival. Coyle's job was to coordinate the efforts of the classroom instructors and the resource teacher

in order to create a strong bilingual program.

The bilingual task force's organizational structure was a combined effort of Coyle and certain members of the superintendent's cabinet. Individuals were asked to serve on the steering committee and chair subcommittees. The steering committee was co-chaired by James Hagar, a former school board member, and Theresa Barrone, a bilingual and Spanish teacher from Lincoln Middle School. Coyle, Hagar, and Barrone met numerous times in September-November, 1990 in an effort to discuss the structure and organization of the task force and its subcommittees (see Figure 6). By January, 1991 eight subcommittees were organized. These committees held their first meetings at the La Paloma restaurant in Vista in February. The steering committee received reports from each subcommittee once a month for eight consecutive months. These reports focused upon bilingual education at the elementary and secondary level; the Newcomer's Center; secondary language development; recruitment of bilingual teachers; ESL; parent education and involvement; the effects of the gifted and talented program, special education, and Chapter I on bilingual education; and the English language dominant Latino student. The recommendations from the subcommittees were discussed by the steering committee members. The steering committee members modified these recommendations at times. These modifications went back to the subcommittees for approval. Goals and objectives were

Bilingual Task Force Structure

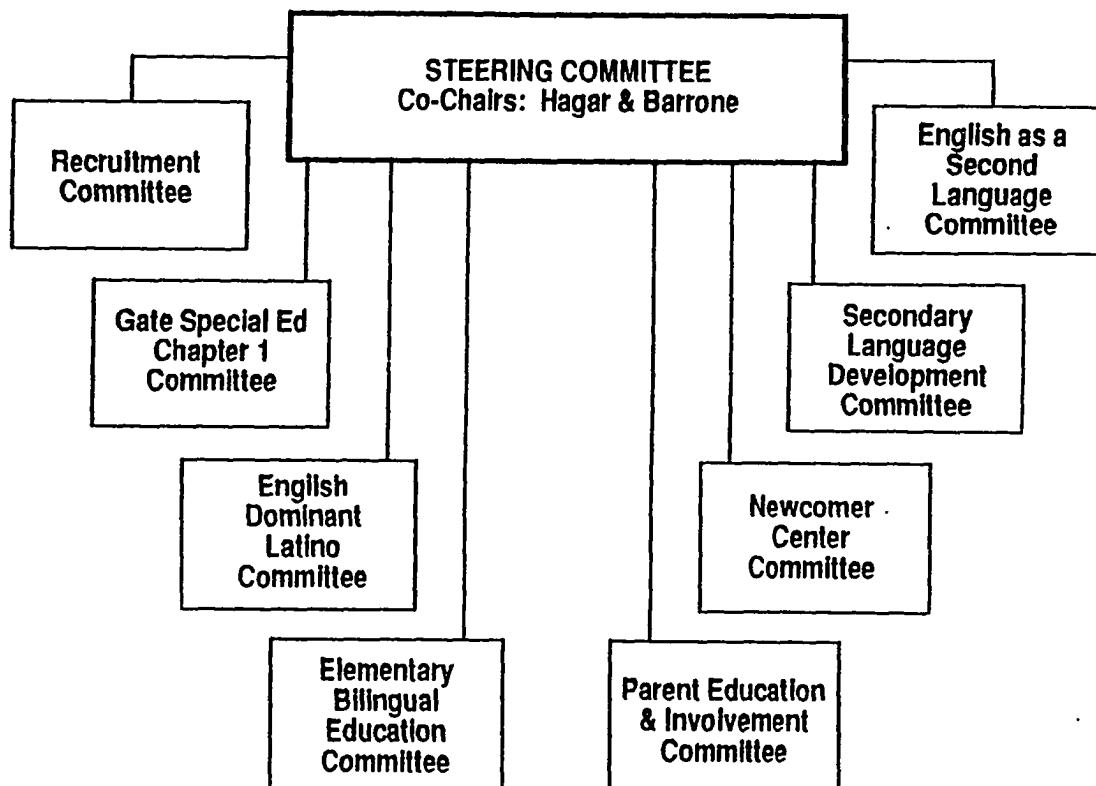


Figure 6. VUSD's Bilingual Task Force Structure.

developed from the recommendations. In order to implement all of the goals and objectives, the subcommittees formulated action plans.

Throughout this process, Coyle provided the subcommittee members with workshops that helped them determine goals and objectives in their specific area of concern and enabled them to understand and create action plans. Coyle and Zawacki reviewed these action plans and then placed them on a time line for implementation (see Appendix I for complete document). This process was not easy and after the first few meetings flustered committee members voiced their concerns. Some members decided that they would no longer attend the meetings while others battled through their own frustrations. After six months of hard work, a draft copy of the bilingual plan was presented by Susan Coyle to the steering committee.

Not knowing the Board of Trustees' reaction to this plan, the steering committee proposed in June, 1991 that a board workshop on bilingual education be held in July. Unlike a formal school board meeting which addresses and acts on a variety of agenda items, a workshop focuses upon one topic and is used by certain groups as an instructional and lobbying tool to keep the board members informed and aligned on a specific concern. At this workshop Deidre Holliday, a school board member, voiced her concern over the lack of emphasis on the English language component as it relates to academic English. This concern was shared by

others at the workshop. Acting on this concern, the steering committee members changed a few words in the plan before it went to the school board for action in September for its first reading.

On November 14, 1991 the Board of Trustees of the Vista Unified School District decided to put some teeth into the five-year bilingual plan by adopting a bilingual policy. After a brief discussion between the board members and committees members on academic English versus conversational English, the board unanimously voted to adopt the policy. Approximately six people from the community voiced their opposition to the policy but their comments did not sway the board's final decision. The bilingual policy adopted by the board in 1991 is very different from the recommendations suggested in 1987. This policy promotes equal opportunity for all students regardless of their language proficiency and therefore moves beyond the idea that children only need to be conversant in the English language in order to succeed. The policy reads as follows.

BOARD POLICY NO. 6004: BILINGUAL EDUCATION

A. The District is committed to being in compliance with federal and state laws governing bilingual education. In order to ensure educational opportunities for pupils whose primary language is not English, the District shall give attention to the academic and linguistic needs of students and shall include instruction consistent with federal and state

laws governing bilingual education.

B. Bilingual education in the Vista Unified School District is grounded on the following statements of philosophy:

1. The primary goal of bilingual education is twofold: (1) to provide equal educational opportunity for students whose native language is other than English; and (2) to provide those students with instruction which will educate them to become academically proficient in the English language while, whenever possible, maintaining proficiency in their native language.

2. Educational opportunity will be provided through programs designed to meet students' linguistic, academic and social needs.

3. Bilingual education consists of the use of two languages, one of which is English, as a means of instruction.

4. Bilingual education should provide all students the opportunity to acquire a second language.

5. The bilingual education program should be research-based and offer rigorous academic courses.

The implementation process of the five-year bilingual education plan has been very slow. The reason for this lies in the economic constraints placed on the school district and the community of Vista. As the economy tightens, job positions are changed or condensed. The position, director of educational services, held by Susan Coyle no longer exists in the VUSD. A resource teacher and school instructors are once

again responsible for the implementation of the plan. A new school board is questioning the education of minority students, specifically illegal immigrants. The overall feeling of the district administrators is to move slowly with the implementation process so that it doesn't create an arena that is filled with questions and possibilities to stop the educational process completely.

However, bilingual education is not at a stand still. During the 1991-92 school year a newcomer school at Vista High School was established in order to assist non-English speaking students with the transition into a high school setting. This *school within a school* concept enables the level one and pre-literate English students to slowly get acquainted with the school culture while attending classes that meet their individual needs.

Another important aspect addressed by the district focused upon minority parental involvement. The Vista Unified School District addressed this concern by offering parent institutes which encouraged Hispanic parents to become more involved with the education of their children. These institutes have been a tremendous asset to many of the schools throughout the district.

On November 17, 1992, a year after the bilingual policy was adopted by the VUSD Board of Trustees, Randy Dotinga reported on the state of bilingual education in the VUSD. His article in the *Times Advocate* applauded the district for its

work in the bilingual education area and noted that a grand jury committee spent more than two hours at Crestview Elementary School and was impressed by the level of instruction provided by the teachers (see Appendix J). In 1992-93 there is a movement to fight illegal immigration in Vista. An increasing number of community members believe that there are negative effects on the schools, crime and disease in the county. This topic drew heated arguments in the November, 1992 school board elections and was one area which may have contributed to a change in the composition of the Vista Unified School Board of Trustees.

The History of Staff Development

Very few school districts before the 1970s recognized the important link between continuously educating their staffs and the improvement of classroom instruction and student learning. Up until the 1980s staff development primarily brought administrators and teachers back to colleges and universities for district salary incentives and state certification requirements. The few districts that incorporated curriculum departments saw them disappear because of the financial impact on constricted budgets.

The 1970s ushered in a new era in education that began to examine other professions which promoted and acknowledged the need for educating and supporting personnel. Teaching seemed to be one of the few vocations where time for collegial activity and continuous study was neglected. As a result,

school districts were often times unable to initiate curriculum changes or implement new educational technologies. These experiences of the 1970s led to the gradual emergence of staff development in educational organizations.

The formation of the National Teacher Corps in the late 1970s changed the way teachers and administrators viewed their profession. This organization promoted programs that established team leader positions in schools, increased the regular study of teaching, joined university and school district personnel together for the common purpose of school improvement through preservice teacher education, and created networks that disseminated information on new innovations in the educational field. The inception of the National Teacher Corps started educators thinking about the importance of staff development. This thinking eventually led to the creation of curriculum and instruction departments which generated staff development programs.

In the early 1980s, educators throughout California initiated a School Improvement Program (SIP) that promoted the importance of school development and improvement. This program provided local school districts with funds to address professional development.

About this same time, Madeline Hunter's ground breaking work on instruction and supervision surfaced. Hunter's research supplied administrators and teachers with a blueprint for a new design in teaching. Her focus on

administrative leadership in instruction initiated a movement that gave staff development a specific direction. This direction led to the formation of a common language that was shared by an entire staff. Hunter's clinical teaching model generated an identifiable staff development process which concentrated on student learning.

The 1980s and 1990s ushered in the concepts of various learning styles, cooperative learning and technological advances among other important ideas. Staff development became a vehicle for educating staff members about these new research-based developments. School district personnel of the 1990s typically surveyed the needs of their staffs and provided information on specific programs which dealt with these unique concerns. The school district's staff concerns were then addressed through participation in university courses, outside agency workshops and conferences, or *site-based* programs run by the district staff.

Staff development grew unevenly since the 1970s but in later years became an integral part of most school districts. The best developed programs balance individual, school, and district initiatives which blend the ethos of the profession and the culture of the school. Staff development is in its infant stage in the 1990s but may someday evolve into a human resource development system which would generate change and growth of our school staffs in order to meet the complex challenges put forth by our students in the future.

The VUSD Staff Development Policy and Implementation

The Vista Unified School District did not specifically adopt a staff development policy. Staff development was addressed throughout the school district under the umbrella of district goals and board themes. These goals and themes were adopted by the district on November 14, 1991 (see Appendix K). However, the Board of Trustees was committed to staff development, and because of this, voted to set aside a specific amount of general fund money in order to address the importance of professional growth. Reports outlining the staff development program were presented to the board once a year (see Appendix L).

The Vista Teachers' Association also promoted the idea of staff development among its members by stipulating that three contracted teaching days must be devoted to professional growth. This was written into the teachers' contract and agreed upon by the administration and the VTA membership.

The VUSD's staff development program paralleled what was happening in this area throughout the nation. From 1936 to 1976 staff development was literally nonexistent. Teachers and administrators were attending conferences that focused upon their interests in education, completing university courses for state credentialing purposes, and obtaining salary increments through workshops and inservices provided by the district.

Staff development started to change in 1980 when it

moved away from a concentration on individuals and their desires to an effort on linking the individual's wants to the school's needs and then to the district's expectations and goals. This idea was still rather unrefined in its early developmental stage, but it grew as the activities continually moved the staff to a common purpose or vision that the administrators, teachers, and staffs themselves had created.

In 1980, Superintendent Price, in an effort to balance school populations and make room for the influx of elementary school students, directed Assistant Superintendent Olson, Rene Townsend, the principal of Washington Junior High School and William Loftus, the principal of Lincoln Junior High School, to study the possibility of changing the grade configurations in the district. By eliminating the sixth grade at the elementary levels, converting the two junior high schools to grades 6-8, and adapting the high school grade levels to a 9-12 configuration would allow the elementary schools to absorb the increased student population. This directive provided Townsend and Loftus with an opportunity to move their staffs on a new course. Previously, the junior high school staffs operated out of a traditional high school model. Students rotated through six separate classes and, often times, interacted with six different teachers. Research on the middle school philosophy promoted a child-centered curriculum with additional support in the at-risk areas of psychological, moral, emotional, academic, and physical growth as opposed to

a subject-oriented curriculum junior high students were currently experiencing. Principals Townsend and Loftus used this arena to generate a need for staff development for all middle school teachers. Staff development focusing on a child-centered curriculum would alter the basic teaching philosophy in the new middle schools. The changing of grade configurations provided the district with a broader spectrum for staff development which embraced a common vision.

From 1983 to 1990 staff development was a centralized program directed by the district administrators. In 1983, Superintendent Olson and Associate Superintendent Townsend, worked closely together with the school board in order to set aside general fund money for professional growth. Their belief was that staff development created a cultural change in the district as well as improved student learning. The first district-wide program to be established, in 1984, was clinical teaching. This program used an Upland, California model to create a common picture of effective teaching. Eventually, every staff member throughout the district went through this program.

Around this same time period, the State of California initiated a mentorship program which designated a certain number of mentor teacher positions based on the total number of teachers in the school district. These mentors were given a \$4,000 stipend from the state for staff development and supplies. Vista's mentor teachers were selected from a

process established by the Vista Teachers' Association representatives and the district administrators. Applicants had to write a proposal outlining their program goals and objectives. Raif Henry and Tommi Koda submitted a proposal for a mentorship grant and were selected to do follow-up workshops in clinical teaching.

Assistant Superintendent Townsend developed a new model for the staff development process in 1984 which emphasized the significance of professionally developing all employees throughout the district in their given fields. Custodians, teachers, food service workers, and administrators were equally addressed in this model thus, sending a message that all people were equally important in providing services to the students of Vista (see Figure 7).

By 1986, the mentorship program was relatively large and Peter McHugh, the assistant superintendent for personnel, wanted someone to supervise the mentors. Having experience in this program, Raif Henry was the obvious person for the position. Henry was released from his teaching duties for one period a day in order to supervise the district's mentors and report to McHugh on the progress of the mentor projects. There was a general need in 1988, as the mentorship program grew and additional monies from federal and state sources became available, for a district staff development coordinator. Assistant Superintendent Phillips created this position and hired Henry to coordinate the budget and further

VISTA UNIFIED STAFF DEVELOPMENT
TRANSLATING RESEARCH INTO PRACTICE FOR
INSTRUCTION, CURRICULUM, LEADERSHIP
AND MANAGEMENT

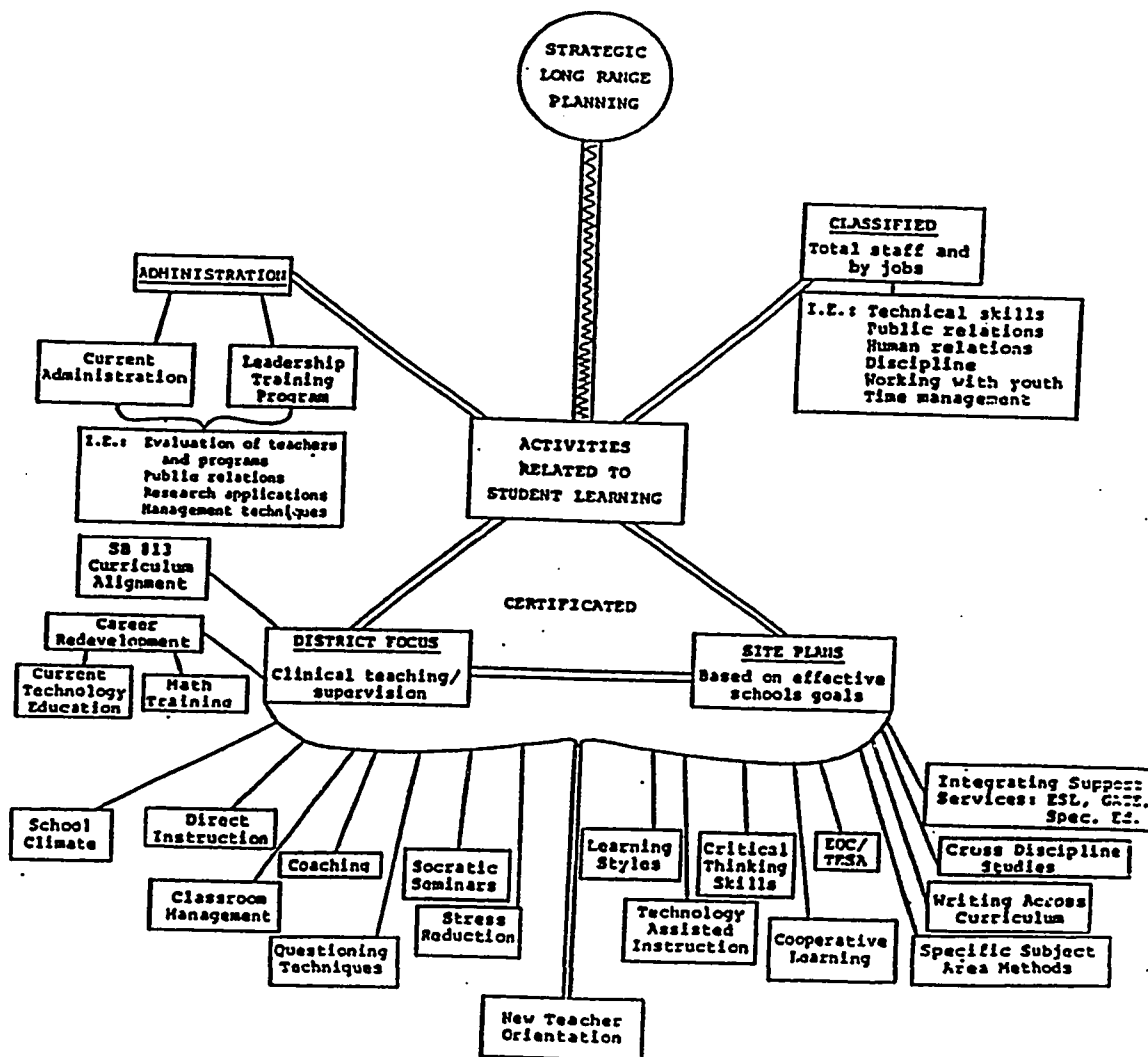


Figure 7. VUSD Staff Development Model.

develop the program. This centralized staff development program incorporated a variety of options for teachers to meet their contract obligations of three staff development days. Teachers participated in one day of planned site staff development activities and two days (12 hours) of professional growth activities outside of their regular teaching schedule. Henry compiled a K-8 staff development opportunity book which listed the district sponsored programs (see Appendix M). Teachers could also attend conferences or workshops with the prior approval of their principal. Henry kept a district record on each teacher and provided every teacher with a monthly up-date. If teachers attended more than twelve hours of professional growth activities, they would be paid for the additional hours. If they neglected to meet this contract requirement, they would be monetarily penalized according to their reported number of hours.

In 1989, there was a gradual movement to decentralize the staff development delivery system. This movement shifted the control from the district office to the individual schools. The decentralized movement emulated from the research on site-based management. This research coupled with the state's budget cuts in education eliminated the staff development coordinator's position. From 1990 to the present, staff development in the Vista Unified School District is addressed at each individual school. School personnel develop plans, and in turn monies are allocated to implement these plans.

The allocation of money depends entirely on the plan proposed to the district administrators. Site plans center upon a variety of student and staff needs. The use of different teaching methodologies in mathematics, increasing effective writing skills, conflict resolution among students, Hispanic parental involvement, science and technology applications, and restructuring for the future are just a few topics that have been addressed by individual schools.

The 1992-93 school year ushered in a tight fiscal budget for all California school districts. The VUSD's budget reflected a cut of fifty percent from the general fund in staff development leaving approximately fifty dollars per teacher dedicated to professional growth activities. By this time, staff development had become so ingrained and important throughout the Vista Unified School District that personnel from every site attacked this cut by creating a variety of solutions in order to make up the difference in the monetary support. Staff development had become a way of life in the district.

Superintendent Townsend is working closely with other north San Diego county administrators, personnel in the San Diego County Office of Education and staff members at California State University San Marcos to develop the north county Federation for Professional Development. This organization is going to regionalize staff development using North County and CSUSM instructors who will provide

professional development for the first and second year public school teachers. This program will eventually expand to include the staff, parents, and community members of the thirteen participating school districts.

CHAPTER V
RENE TOWNSEND AND THE LEADERSHIP RELATIONSHIPS
FORGED IN THE VISTA UNIFIED SCHOOL DISTRICT

The purpose of this investigation is to search for an understanding of the nature of leadership, specifically as it evolved throughout the formation of policies and programs in the Vista Unified School District. I undertook this investigation in order to uncover the importance of the leadership relationships that were formed during the adoption and implementation of the year-round education, bilingual education and staff development policies in the district.

I was disappointed in discovering that in the area of staff development, a formal policy was never adopted. Staff development fell under the auspice of the district's mission which is to educate all students to become responsible, thinking, contributing members of a global society, the board of trustee's goals which focus upon communication skills, higher order thinking skills, life skills, outcome focused instruction, and 100% family involvement and the district's themes of student achievement, personalized and caring environment, efficiency and effectiveness and teamwork. Even though a formal policy on staff development was never adopted, investigating how the staff development program evolved,

enhanced my understanding of the leadership dynamic found in the VUSD and introduced the element of vision into the research.

This study's main focus centered upon the relationships that were forged, sustained or changed among the superintendent, Rene Townsend, and others throughout the district who were concerned with the education of the children in Vista, California. Townsend often functioned as the main character in these relationships, but she was not the initiator of all the changes that transpired in the district. In her position as the superintendent, Townsend served as a catalyst in order to draw the people who had a common conviction together. This conviction was born out of the desire to promote equity, equality and opportunity to all of the children in the Vista Unified School District. My intention was to avoid spotlighting an individual player and move beyond the individual to a realm that is more omnipotent. This realm highlights the power of relationships and the idea that mutuality of purpose is what drives the change process and, in turn, creates a culture that nurtures change.

Superintendent Townsend was the stimulus for the creation of many committees and forums that shaped the culture of the school district and promoted relationships which transpired and grew over time. She acted as a provider of information, a teacher, a mentor, a leader, a student, and a follower. In

all of these capacities, Townsend continually functioned from a strong, basic belief and philosophy that led to a clear educational commitment. Her philosophy is berthed in the idea of care, respect and trust in people. This foundational philosophy acts as the infrastructure which binds the interests of the people in the VUSD together in a relationship that focuses upon the importance of equally educating all children.

The nature of leadership is analyzed in this chapter through the examination of a number of relationships which impacted the intended changes in the VUSD's traditional school calendar, the education of minority students, and the professional growth and development of the district's administrators and staff. General themes, as well as categories that support them, emerged from the archival data, the interviews with the people in the educational community, and observations of meetings held throughout the Vista Unified School District. These themes help to interconnect ideas emulating from each policy in order to construct a rich tapestry that exhibits the commonalities of the leadership dynamic. In the end, I will ascertain if leadership can be present in a hierarchical organization such as a school district, discuss the vision and culture that was developed by the participants in the change processes and demonstrate the importance of initiating and sustaining change by creating relationships which have a commonality of purpose in order to

move an organization successfully into the 21st century.

Leadership

Traditionally leadership has been defined and understood by studying the content of leadership and relying upon peripheral elements to form a picture, which in the end, reflected good management. Leaders were looked upon as great men and women who reacted differently to a variety of situations by facilitating groups of people in order to get the job done in an excellent manner. Much ink has been spilled in an effort to tell the leadership story. This story has not evolved, as many researchers and practitioners would have us believe, but has merely see-sawed back and forth in an effort to keep abreast with the various movements of the times. These movements have further clouded the leadership issue by interchanging management and leadership, an idea that continues to pervade us in the industrialized paradigm of the 20th century. Leadership researchers and practitioners have focused upon greatness, goal attainment, traits, group facilitation, style, reactions to varying situations, and effectiveness in an organization in an effort to provide us with a blueprint on how to achieve excellence and a picture of what an excellent leader looks like. However, these blueprints and pictures reflected an industrialized view of good management. This view will no longer work in our emerging postindustrial society--a society which is more diversified and complex than the industrial one.

As the door opens to the 21st century, the hope of a new understanding of leadership may emerge. Leadership should no longer be understood as something that a single person high upon the hierarchical, organizational ladder does in order to strive for personal recognition and goal attainment. Leadership could be understood as "an influence relationship among leaders and followers who intend real changes that reflect their mutual purposes" (Rost, 1991, p. 102).

The Postindustrial Leadership Change Model of Policy Making

Basically, the idea of how we view leadership in the industrial paradigm needs to change. Leadership should be understood in a relational context. This context promotes the importance of forming and sustaining relationships among people in order to initiate changes that reflect mutual purposes.

The examination of leadership relationships is a complex process. People may be drawn into a relationship because of a multiplicity of reasons. They may join together in an effort to promote a common cause or be driven by self-interest. The analysis of relationships may appear to be one thing on the surface when in fact it is totally different below that surface.

This case study provides an opportunity to view the complexities of the leadership dynamic by examining the relationships forged by people in order to promote mutual purposes. These relationships were founded from a belief that

more can be accomplished by the joining together of individuals in an effort to pool power resources which in the end will result in change.

Rost and Smith (1992) proposed a postindustrial leadership model in an attempt to examine how change takes place in organizations. This model incorporates the use of a multidirectional, influence process in which leaders and followers may exchange positions in order to do leadership. The postindustrial leadership model incorporates five steps to change.

- Step one. Building an agenda. Leaders and followers decide on the issue and set the stage for step two.

- Step two. Assessing the issue. Leaders and followers gather information in order to test their initial assumptions. They begin building a path for the intended change to follow.

- Step three. Planning the change. A clear direction for change is developed after the assessment is completed. While planning the change, leaders and followers commit to an action plan. This action plan evolves from the planning stage.

- Step four. Gaining support. Leaders and followers must use influence to expand the sphere of support in order to make the change.

- Step five. Making the change. Leaders and followers bring the change proposal to the policy makers. If the policy is defeated the leaders and followers must go back to the drawing table and start over again (see Figure 8).

POST INDUSTRIAL CHANGE MODEL OF POLICYMAKING

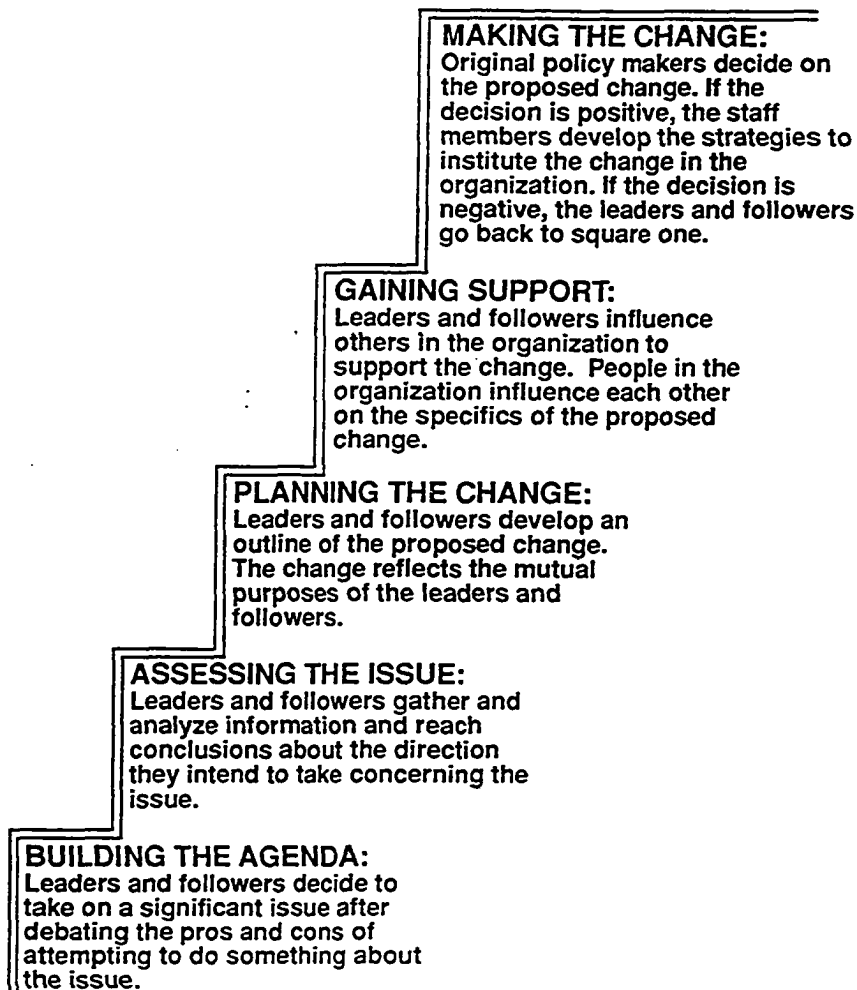


Figure 8. The Postindustrial Change Model of Policy Making.

Note. From *Leadership a postindustrial approach*. By J. C. Rost and A. Smith, 1992, European Management Journal, 10(2), 193-200. Reprinted by permission.

I used this leadership model to assist me with the analysis of the leadership dynamic present in the formation and implementation of the year-round education policy and the bilingual policy adoption processes. This model enabled me to better understand how leadership relationships impacted the mechanisms of change.

The postindustrial leadership model was not used to analyze the leadership relationships present in the bilingual education policy implementation and the staff development program because the relationships that actually existed in these processes were sketchy and short-termed. In fact much of the bilingual five-year plan has not been incorporated because power resources have been transferred from individuals who wanted the plan to individuals who support other alternatives.

Leadership Relationships and the Policies

Many relationships were formed during the inception of the year-round and bilingual education policy adoption and implementation processes and the staff development program. Some of these relationships were diadic and others involved a number of individuals. However, it is impossible to analyze all of the relationships that were forged in the making of a policy, therefore, I will focus upon the main leadership relationships which surfaced during the processes. Some of these relationships were constructed in a formal group setting, while others were shaped from an informal mold, in

order to influence the policy itself.

Patterns naturally emerged from the data presented in Chapter four and were placed in categories that made sense of this data. Events have been chronologically and systematically organized in an attempt to develop a story that reflected leadership relationships and how these relationships were formed in order to promote changes.

The Year-round Education Policy and the Change Model

In the 1980s year-round education became a choice solution to the financial woes that accompanied a dramatic influx of students in many California school districts. It was not a surprise that YRE was being discussed by the administrators in the VUSD as a viable solution to the overcrowding of their schools.

In an effort to update and inform the educational community of Vista about the latest research on YRE, Using foresight, Superintendent Olson sent Assistant Superintendent Riedberger to the National Association of Year-Round Schooling conference. The information Riedberger brought back to the district administrators ignited conversations on the topic of YRE among the administrators and school staffs. These conversations were not cheerfully received by a majority of the school community who believed that the best way to address the needs of the children in the VUSD was to build new schools in order to alleviate the overcrowded conditions.

Building the agenda. The environment surrounding the Vista Unified School District created the pressure for change. If the population in the community of Vista continued to grow at such a rapid pace, then the building of new schools in the VUSD would be a short-term solution to the overcrowded conditions present at the school sites. Superintendent Olson and the administrative staff knew that at the rate they were growing, that opening a new school every year was an unrealistic endeavor. The VUSD's administrators believed that additional measures had to be taken in order to address the problem of overcrowded school campuses.

Dr. Charles Ballinger, secretary of the National Year-Round Education Association, was asked by the administrators of the VUSD to speak at a school board meeting in order to familiarize and inform the educational community on the options to the traditional school calendar. By doing this, the VUSD central office administrators prompted conversations that focused upon alternative solutions to the overcrowded conditions of schools. One respondent reflected upon the situation in the VUSD.

Everyone, both in the school district and the community, saw the tremendous growth Vista was experiencing. We [the community] clearly heard that if money was not available to build new schools then the school district had to incorporate double sessions or YRE. Whenever a discussion was held in the [school] board room, a speech

was presented by the superintendent at a meeting, or information was sent out to PTAs or School Site Councils, this was repeated time and time again. (personal communication, May, 1992)

Superintendent Olson, after receiving information on the demographic changes in the district, discussed the possibility of YRE and double sessions with his central office administrators and staff. He used the reports given to him by Assistant Superintendent Riedberger's YRE Study Committee in order to compile school board briefings. These briefings, along with individual conferences Olson held with school board members, enabled him to influence the board members on the importance of passing a YRE policy.

The building of new schools was no longer the only plausible solution to the problems now facing the school district. The local newspapers reported about the seriousness of the issue in the district. Many stories covered the possibility of the VUSD incorporating YRE or double sessions to accommodate the burgeoning growth. Rod Richardson's report in the December 8, 1988 issue of the *San Diego Tribune* was example of this. Richardson noted that YRE could be a cost efficient way to increase the capacity of individual sites in the Vista Unified School District. These news reports made the community aware of other options that alleviated the over-populated school district.

The Vista Unified School District officials could no

longer avoid addressing this problem. The students were already at the school's doorsteps. Teachers, administrators and staff members were all experiencing the impact of more students and less space to house these students.

The environment surrounding the VUSD had prompted the district administrators to look into year-round education. Parents and teachers were clamoring for something to be done. Assistant Superintendent Riedberger and other district administrators provided necessary information on YRE in order to convince more people that serious thought needed to be put into this issue. This collaborative effort to involve more people set the tone for the direction of year-round education.

Assessing the issue. It was clear that the VUSD administrators did not need to utilize intricate assessment instruments in order for them to be able to grasp the changing demographic picture. Projected pupil enrollment for the next several years enabled the administrators to formulate a clear picture as to what was actually occurring throughout the school district and the community as a whole. The bottom line was that there needed to be more than one measure to ensure a safe and adequate environment for the school children of the district.

After lengthy cabinet discussions on the various solutions that would address the district's problems of overcrowded facilities, the district administrators suggested that the Board of Trustees approve a districtwide committee to

investigate the possibility of implementing year-round education. The board accepted this recommendation and directed this committee, chaired by Assistant Superintendent Riedberger, to assess the plausibility of incorporating YRE in the schools throughout the district. For a period of eight months, a group of administrators, teachers, school board members, Vista Teacher's Association members, Classified School Employee Association members, parents, DAC members, and Budget Committee members not only reviewed YRE but studied the possibility of incorporating double sessions or changing the grade configurations at various school sites. Some committee members had preconceived notions and strong opinions on their preferred option. However, when they thoroughly investigated the various options available to the district and questioned what was the best one for the kids, YRE seemed to meet everyone's needs. The decision made by this committee was not an easy one. A lot of time and effort was put into the process in order to reach a consensus. This committee's findings provided a solution to the current problem by bringing together a diverse group of people in an effort to determine commonly-held purposes.

Planning the change. The YRE Study Committee, after eight months of investigating year-round education, double sessions, and the changing of grade configurations at individual sites, decided YRE would best suit the needs of the Vista Unified School District. One member of the committee

discussed these findings.

We [YRE Study Committee members] all knew that incorporating double sessions would be disastrous. Some elementary kids would be going to school at 6:30 a. m. while others would be ending at 7:00 p. m. That is not what is best for the kids or their families. We [the committee] decided it was the worse thing that could happen to education in this district. I believe that the majority of the parents in this district felt the same way. By listening to what the school board members said about double sessions, I believe that they felt as strongly as we did. All of the information we gathered was sent to the school site councils, the DAC, and Budget Committee as well as any other committee in the district with parents on it. Because of this sharing of information, over time, YRE won out. (personal communication, October, 1992)

After deciding that year-round education would best suit the educational needs of the students, the YRE study Committee formulated some recommendations and mapped out a plan for possible implementation. The two points that were hotly disputed centered upon the time line for implementation and the selection of which sites would change to the YRE calendar.

After several weeks of debate, the YRE Study Committee consensually agreed that:

1. All new schools should be designed with year-round education features in mind.

2. A task force should be created in order to prepare for implementation of year-round education during the 1989-90 school term.

3. Year-round education should be implemented over a 3-5 year period.

4. Eventually all schools (K-8) should include year-round education.

Many constituencies were represented in planning the change to year-round education. Certainly, providing more people with a voice in the change process enhanced the chances of policy adoption. The committee members collaboratively developed a plan that was mutually agreeable to each represented group.

Gaining support. Altering the traditional September-June calendar was not a popular answer to the overcrowding of schools in the VUSD. This school calendar, barring some minor adjustments, had been the same for generations. Uprooting an ingrained tradition would be a difficult task. However, the educational community of Vista realistically accepted the fact that something had to be done in order to accommodate the growth in student population. The passing of the policy did not necessarily mean that it had to be implemented. This is to say, the year-round education policy merely served as a mediating device between what happened in

the past, how it was being addressed in the present and how it might be dealt with in the future.

Before the YRE Study Committee finalized and presented its recommendations to the Board of Trustees, Assistant Superintendent Riedberger issued an invitation to the administrators on the management team to attend the meetings and actively participate in programs that focused upon year-round education. By doing this, Riedberger obtained support and feedback from key individuals on the central office staff.

Other committee members shared the information on YRE with their constituents in an effort to align individual wants and needs and determine if the committee was indeed moving in the right direction. All of these efforts enabled the committee to formulate recommendations that reflected the mutual desires of the educational community.

Support for the YRE policy was strengthened by including individuals who represented different coalitions which focused upon a variety of issues. Parents felt that elementary and middle schools should be on a similar schedule, many administrators believed that YRE should be phased in over a period of time and community members thought that YRE should be incorporated immediately in all of the new schools. The ideas centering upon the importance of the family, cost effectiveness, and neighborhood development were independent issues that coalesced into an action plan which eventually became part of the foundation for the year-round education

policy.

There appeared to be a rational case for the adoption of a YRE policy. The VUSD's schools were overcrowded. Parents were concerned about the safety of their children as they watched more and more playground space being gobbled up by portable classrooms. As the number of school-age children multiplied, coalitions of people jumped on the bandwagon in an attempt to find a solution to the problem. Building new schools to accommodate the excess population was the choice solution. However, schools could not be built fast enough to keep up with the rapid growth. The options of changing to year-round education, incorporating double sessions, or changing the grade configurations in individual sites were discussed by the district's administrators and educational community. The issue was socialized by the media and extensively reported on by the local newspapers. District administrators clearly articulated the belief that if they could not obtain adequate funding in order to refurbish existing sites and build additional structures, then they had no choice but to incorporate other measures that could accommodate the incoming student population.

The educational community of Vista looked to the YRE Study Committee for some answers to the difficult questions posed before them. This committee, comprised of individuals representing various factions of the educational community, researched a variety of alternatives available to the Vista

Unified School District. Although there were shades of disagreement among individuals about certain issues, this committee worked in a consensual manner and used the expertise of each individual member to comprise an action plan for year-round education. This action plan reflected the wants and needs of the educational community and provided the committee with the groundwork needed to establish the recommendations that went to the Board of Trustees for approval.

Making the change. Although a portion of the year-round education policy was questioned by one of the Citizen's Budget Committee members, it was unanimously adopted, without modifications, on November 18, 1987 by the Vista Unified School District's Board of Trustees. This change took place because of a variety of reasons. It was evident that the environment greatly impacted the change process. However, Superintendent Olson and the administrative staff in the VUSD strongly promoted YRE by suggesting to the Board of Trustees that a YRE Study Committee be formed to investigate various options to the problem of overcrowded schools. Assistant Superintendent Riedberger, an expert on YRE, acted as the chairperson for this committee. The committee was comprised of all the major constituencies throughout the district and each individual representing a different area of interest had a voice in the process. The school board members listened to the recommendations of the YRE Study Committee and acted on those recommendations because they believed this committee was

the personification of expertise in year-round education.

The leadership dynamic. The leadership dynamic in this particular investigation is viewed from the perspective that leadership is understood as "an influence relationship among leaders and followers who intend real changes that reflect their mutual purposes" (Rost, 1991, p. 102). Leadership, then, is what leaders and followers consensually and collaboratively do to foster intended changes.

There were several leadership relationships present during the inception of the YRE policy. Superintendent Olson and his administrative staff created the arena in which leadership acted as a multidirectional, influence relationship. Committees such as the DAC and the CBC were effectively used by the district as advisory groups which studied a multiplicity of issues. These committees consisted of a diverse group of people who had input into the decision-making process. These individuals were drawn together out of a common belief in what they were doing. I believe that people in the educational community join committees for a variety of reasons, most often, because it fulfills a personal need to take an active stance for educational change. While taking an active part in these committees, individuals focus on issues that they personally feel are important and persuade other members to do the same. At different times and in various situations, people function as both leaders and followers depending on their expertise and influence. One

respondent shared his view on the committee structure of the district.

I believe there was strong leadership on the DAC and this leadership influenced the decisions of the [school] board on a number of issues. The DAC was comprised of individuals throughout the school district and community. It [DAC] gave the [school] board a broad perspective on the issues being discussed. The [school] board always listened to the recommendations of the DAC. We had a number of influential people serving on the committee. Marsha Visher (Moore) was a president at one time as was James Hagar. Both these people went on to serve on the school board. (personal communication, October, 1992)

The YRE Study Committee is another example of people being involved in the change process. Although this committee was established to investigate a number of solutions to the problem of increasing student enrollment, its name clearly indicates which option Olson and the Board of Trustees felt was the most viable.

Superintendent Olson clearly articulated his stance on year-round education when he appointed Assistant Superintendent Riedberger, an expert on YRE, as the chairperson for the YRE Study Committee. He socialized this issue by disseminating the information about year-round education in district newsletters and speaking out at public meetings. Olson used the media, board briefings, and the

outcomes found by the YRE Study Committee to persuade the board that the best way to serve the student population of Vista was to adopt a YRE policy.

Assistant Superintendent Riedberger, along with the rest of the district office staff, was closely aligned with Olson's wants and needs. Riedberger, working with multiple groups of leaders and followers on the YRE Study Committee, outlined a plan that was agreeable to the majority of the educational community. He expediently moved this action plan, consensually formulated by the YRE Study Committee, into a public arena so that the Board of Trustees could adopt it as a formal policy.

Analysis Using the Postindustrial Change Model

The year-round education policy defined a definitive course of action to be taken by the Vista Unified School District. In light of certain circumstances such as environmental impact, public opinion and personal agendas, the adoption of this substantive policy reflected the mutual purposes of the educational community.

The postindustrial change model tends to explain how leadership was the driving force behind the inception of the policy. This model operates much like a five step escalator which utilizes the leadership relationship to blend one step into another for the expressed purpose of making a change (see Figure 9).

The foundational step, *building the agenda*, sets the

The YRE Policy and the Change Model

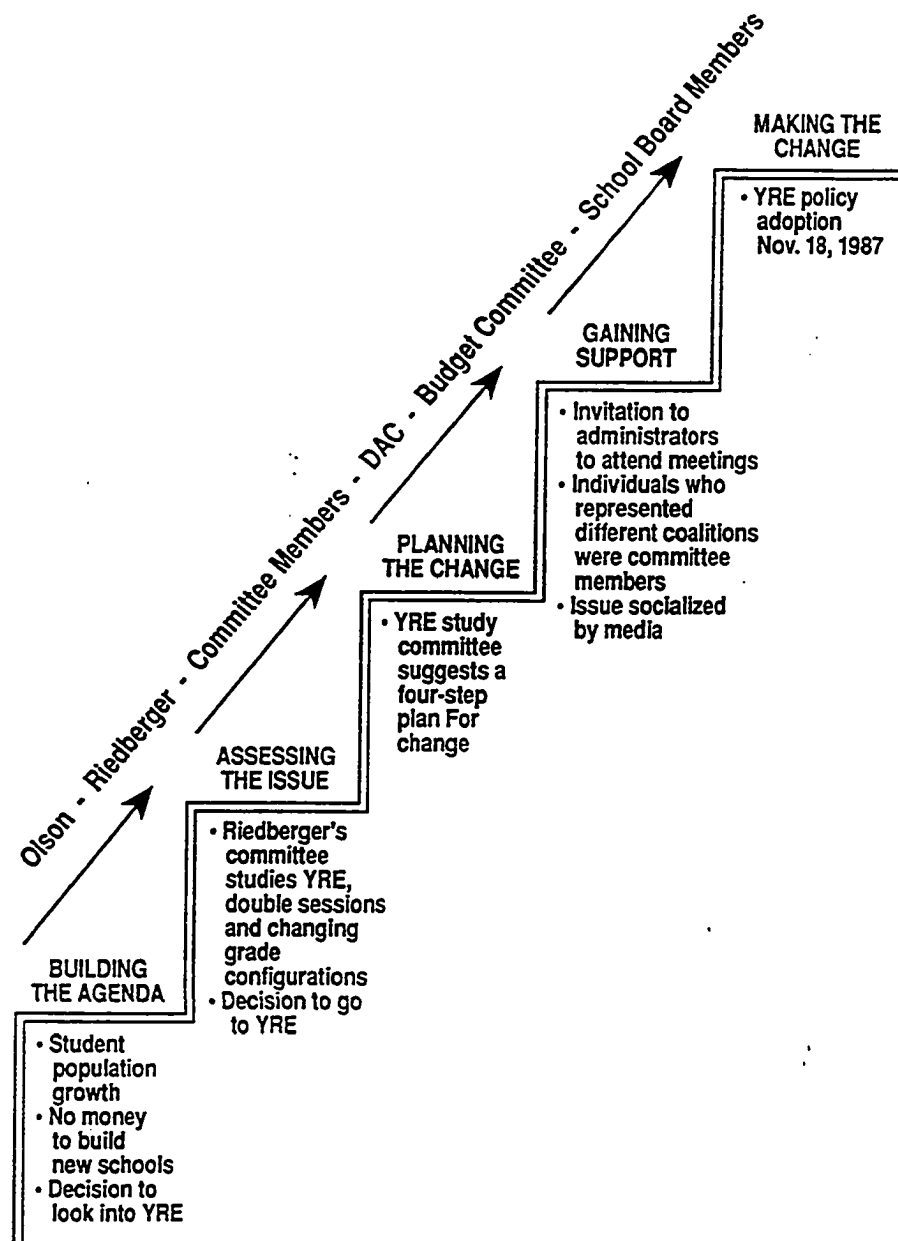


Figure 9. The YRE Policy and the Change Model.

stage for the development of the policy's infrastructure. In this case the environment coupled with a parental concern over the safety of their children and the delivery of quality education pressured the district administrators to study the issue. Superintendent Olson and other district administrators, knowing that it was unrealistic to open a new school every year, decided that year-round education was a possible alternative measure. Typically, when an agenda is built by district administrators, the public is leery about jumping on the bandwagon. Being aware of this, Olson and Assistant Superintendent Riedberger provided the community with YRE information and had an expert on year-round education speak at a school board meeting. These measures educated the community on year-round education and enabled them to further collaborate on the issue.

Although there appeared to be some preliminary ideas as to which direction the change in the district was headed, a YRE Study Committee, comprised of a divergent group of people throughout the educational community was given the task to assess the issue. These individuals investigated year-round education, double sessions, and changing the grade configurations in selected schools. The committee members appraised the current situation by focusing upon facility capacity and projected how the schools would accommodate the increased population under the three different options. As a result of this gap analysis, the year-round education choice

proved to be the most efficient.

The district administration now had a formulated plan. In order to move this plan to the policy stage, they needed to influence the Board of Trustees, district personnel and a large majority of people throughout the community to support year-round education. *Gaining the support* of the members of the school board was not a difficult task. At times, relationships between two board members and Superintendent Olson were strained. However, the district administrators could count on the majority of the board members to support their actions. The educational community was bombarded by news reports on the mushrooming growth in the district schools and the possibility of not obtaining adequate funding from the state in order to build new schools. These reports provided district officials with a rational argument for the incorporation of a year-round education policy. Most people work from a rational model and are convinced of the benefits certain issues hold because of cost-benefit analysis. The educational community of Vista was no different. Year-round education provided the district with optimum facility capacity at all their elementary and middle school sites.

The YRE Study Committee, feeling that it had obtained widespread support for year-round education, brought its proposal to the Board of Trustees. After listening to a debate over when to incorporate YRE, the school board members unanimously supported the proposal. The study committee's

recommendations were now a policy. The Vista Unified School District administrators and the YRE Study Committee members were successful in *making the change*.

YRE Implementation and the Change Model

It was evident that a number of factors created the environment that fostered the change in the tradition school calendar in the Vista Unified School District. These factors included a rapid increase in school-age children, a lack of facility space to accommodate these children and a deficiency in sufficient funding to build new schools. If sufficient funding could have been obtained by the school district from a general bond election, then the need for implementing a year-round education policy may not have surfaced. Although the school district of Vista adopted a year-round education policy in 1987, the majority of people in the community continued to believe that the building of new schools would adequately take care of the increase in student population. In 1987, an informal survey given to random number of elementary school parents indicated that approximately one-third of the parents supported YRE, one-third of the parents did not support YRE and one-third of the parents wanted to know more about YRE before they supported it.

In 1988 the people in the state of California were experiencing an unstable economy. Fiscal budgets in education were tight and, because of this, school district officials

reached out to the community for financial support. Local school bond elections, which furnished the districts with specific amounts of money, were held. These bond initiatives needed two-thirds of the voter's support in order to pass. Typically, most bond initiatives which addressed the building of new school facilities were successfully passed. Therefore, the educational community believed that the voting population of the city of Vista would support a measure that targeted money for the building of new schools.

Coalitions of people in the Vista Unified School District joined together in an effort to support a general obligation bond election. These people hoped that a successful bond election would decrease or eliminate the chances of implementing YRE. Rene Townsend, the new superintendent of the district, supported this effort. The relationship that was formed among the superintendent, Board of Trustees, administrators, teachers, staff members, and parents helped to establish the agenda which eventually led to the implementation of year-round education in the VUSD.

The Vista Unified School District officials were very astute when it came to assessing the shelf-life of a policy. Even though the administrators and staff supported the bond initiative, they continued to move forward with the implementation of year-round education. They knew that if the bond failed then other measures needed to be utilized to house the increasing student population. This appeared to be a good

time to lay the foundation for the incorporation of year-round education. While the bond initiative was being supported by the educational community, Superintendent Townsend continually reminded everyone of the repercussions if the bond failed. The impact of the environment coupled with the lack of financial support from the general public would force the school district to incorporate YRE. The news media reiterated the dilemma the VUSD was going through. One respondent shared these thoughts on the matter.

If the bond failed, everyone knew that Vista [school district] was going year-round. All of us parents knew that it would happen. We were extremely fearful that the rest of the community wouldn't support the bond for the schools. The older people in the community, living on fixed incomes, did not want to put out any more of their money because of the poor economy. The schools were so packed with students that we [parents] knew that safety was an issue. It was just a matter of time before we [VUSD] went year-round like Escondido schools or Encinitas schools did. (personal communication, November, 1992)

The educational community was aware of the problems facing the school district. It was just a matter of time before year-round education was a reality in the Vista Unified School District.

In January, 1988 the Board of Trustees directed

Superintendent Townsend to form a task force to implement the recommendations of the YRE Study Committee's report.

Assistant Superintendent Riedberger chaired this task force and selected individuals throughout the educational community who were interested in being part of the implementation process as members. This task force was divided into five subcommittees which met monthly for approximately a year to assess the needs of individuals in the areas of elementary and middle school education, budget and finance, personnel and parent involvement. These committees' representatives reported their concerns to the task force.

Building the agenda. Sandee Carter, a former member of the VUSD board of education, spearheaded a grassroots effort to support the bond initiative slated for the November, 1988 ballot. Parents, administrators, staff, and community members joined together and formed a coalition that tried to convince the voting population of Vista that the building of new schools was the best solution to the problem the school district was facing. Carter, acting as the chairperson of the bond initiative, united these people together in a mutually held belief. The educational community thought that building new facilities created a better educational environment for the children of Vista. Carter voiced her concerns at board meetings over the limited number of options available to the district if the bond initiative failed.

Rene Townsend, using her position as superintendent,

socialized the bond initiative issue and used her influence in order to convince people about the importance of building new schools. Townsend continually spoke at public meetings and sent out informative district newsletters to the community emphasizing the need for money to build additional facilities. She notified the *San Diego Union-Tribune*, *Vista Press*, and *Times Advocate* newspaper reporters who, in turn, spilled a lot of ink on the bond initiative issue. Superintendent Townsend made the public aware of the seriousness of passing the general obligation bond. She repeatedly stated that if the bond failed to pass then the district personnel had no choice but to incorporate year-round education.

The general bond election was held in November, 1988. The educational community had worked hard to promote the importance of voting for the bond initiative. Even with all this effort, the voter turn-out was quite low and the \$63 million dollar bond initiative was defeated. Fifty-nine percent of the voters supported the initiative, missing the mark for passage by a mere seven and one-third percent. Because of this, the educational community had to rethink its position on implementing year-round education in order to facilitate the number of students coming into the district schools. The mutually-held belief that building new schools provided a better environment for educating the children of Vista was no longer a possibility. This intended change would not become a reality in the near future. One respondent

summed up the thoughts of the educational community.

People in the district and the community understood the level of overcrowding in the district. When the bond failed, they knew that something had to be done to house all these new, incoming students. The idea that we were in a crazy situation was not something that they [the people in the community] could continue to ignore. We [the school district administrators] did not manipulate the situation for the purpose of selling the YRE program to the community. As a matter of fact, we supplied the community with information about YRE a full year and a half prior to the bond election and defeat. We were being somewhat proactive so that there was a plan in place if we didn't receive the funds necessary to build new schools. (personal communication, September 1, 1992)

Although the district's personnel immediately began preparing for a second bond election in November, 1989, the defeat of the first general obligation bond set the stage for the implementation of year-round education. At the January 25, 1989 school board meeting, the Board of Trustees directed Superintendent Townsend to implement YRE in all the elementary and middle schools throughout the district in July, 1990. The members of the school board had disregarded the recommendations of the YRE Study Committee to phase in YRE in a few elementary schools over a period of three years.

Assessing the issue. The task force that was formed to

address concerns about implementing YRE was running into a road block. Most of the questions that surfaced from the subcommittee members centered upon how the school year was going to be rearranged. In order to deal with these problems, the superintendent's cabinet members suggested that a YRE Calendar Committee be formed. Assistant Superintendent Riedberger headed this committee consisting of representatives from the administrative ranks, school sites, and the Vista community. The purpose of this committee was to determine which calendar best suited the needs of the VUSD.

For a period of four months, the Calendar Committee examined a number of different school-year configurations. It explored the calendars used in other school districts, reviewed recommendations from Charles Ballinger at the San Diego County Office of Education, and attempted to design its own unique plan in an effort to formulate the best possible model. After careful deliberation, the committee selected two plans, the 60/20 plan and the modified six plan. Each individual calendar had its own strengths and weaknesses and was supported by different factions on the committee.

Facility capacity was a concern that was often openly discussed in relationship to year-round education. The district administrators and a majority of the educational community preferred a calendar that would enable the schools to house the greatest number of students. The modified six calendar increased the schools capacity by approximately 42%

as compared to a 28% increase for the 60/20 plan. The Calendar Committee had to determine which school schedule would be the foundation of YRE. This was not an easy decision. The traditional school calendar was very different from both the modified concept six and the 60/20 calendar. Choosing the right calendar was essential to the success of year-round education in the Vista Unified School District. The Calendar Committee agreed that the adoption of the modified concept six calendar would best suit the district's needs. This collaborative effort provided the district administrators with a clear direction.

While the Calendar Committee was planning which route to take on the implementation roadway, some district officials were gearing up for another bond initiative. Trustee Carter, returning to the Vista Unified School District's Board of Trustees, organized a committee to tackle the issue. She stated, "We put all our eggs in one basket when we tried to pass the first bond. Before the second bond initiative we [district administrators] had already started the YRE implementation process. We [school board members] had hoped that everyone thought this was serious business" (personal communication, April, 1993). The district administrators felt the time was right to appeal to the community of Vista for added financial support in order to refurbish the existing facilities and build additional schools.

Planning the change. Riedberger, presented both the

calendar options to the Board of Trustees on April 18, 1989. There was minimal discussion on the topic and the modified concept six calendar was adopted by the board members on May 10, 1989. People at this board meeting were more concerned about what was going to happen in the teaching of sex education than about when their children were going to attend school. Riedberger, by placing the YRE calendar decision on the May agenda, diverted the attention away from YRE to a curriculum issue. The decision to adopt the modified concept six calendar set the direction for year-round education throughout the district.

Change however does not always follow a pre-established path. At the June, 1989 school board meeting, a middle school teacher in an emotional address to the board members, voiced her concern about the modified concept six calendar. She requested that the board members revise the calendar so that all the instructional blocks were equal. The Board of Trustees took this request under consideration and asked Assistant Superintendent Riedberger to study the matter. Riedberger presented a possible adjustment to the calendar at the August 23, 1989 school board meeting. This modification would delay the start of one track and create a thirteen month calendar. A majority of the educational community as well as three out of five board members supported the revised calendar.

The Calendar Committee paved a clear pathway for the

implementation of year-round education. A majority of the educational community supported the original modified six calendar selection. However, the influence of a few teachers in the district created conflict. These teachers, using powerful symbolism by naming the calendars the *teacher/kid calendar* and the *administrative calendar*, reconstructed other individuals' preferences. In the end, a revised modified six calendar was adopted in November, 1989.

The VUSD officials and the second bond initiative committee decided to use different tactics to promote the bond in a nonelection year. The Board of Trustees reduced the amount of the bond to \$38.5 million so that it would be more palatable to the voters and contracted Price Research Consultants in San Ramon to assist the board with campaigning. District officials were counting on a small but positive voter turnout because the general bond initiative was a lone ballot item. The educational community felt that several things were working on behalf of the bond issue this time that were absent in the previous attempt.

Gaining support. Throughout the implementation process, committees comprised of a variety of constituencies had a voice in the process. The YRE Study Committee and the Calendar Committee were microcosms of a larger coalition. The task force was the grandad of all the other committees and was composed of a multitude of people interested in being part of the change process. This committee was divided into the

elementary school, middle school, parent, budget and finance, and personnel subcommittees. One member describes his feelings on being part of this structure.

At first I was overwhelmed by all the committees and people. Parents were involved, teachers were involved, administrators were involved, classified personal were involved and every community person who wanted to was involved in the change. When we [committee members] first sat down around the table with fifty or sixty people and started talking about YRE, I was dumbfounded. I was on the steering committee and a subcommittee working on elementary issues. I was personally astounded by the extensiveness of it all. I was questioning the way it was being handled. I originally thought that the decisions should come from the top administrators and the rest of us would just go with it. That feeling was there when I first entered into these marathon meetings with all of those people giving input on every little thing. The meetings lasted for hours. . . . The process was such that we accomplished so much in those meetings, ironing out so many little wrinkles. Those things would have never surfaced if we didn't have the input from all of the different individuals who needed to be heard.

(personal communication, November, 1992)

Gaining total support from the community for YRE was difficult but involving large groups of people in the process greatly

impacted the success of the implementation process. In addition to the inclusion of people in the process, the school district's personnel kept the community up-to-date on the progress of year-round education. Reports were given by Riedberger and other task force members at school board meetings, information was provided to principals who relayed this information to the educational community through the Parent Teacher Association at each school, monthly updates of YRE happenings were disseminated to all district employees, newspaper articles were written by Superintendent Townsend, parents received letters regarding calendar choices, track selections and assignments and a district YRE coordinator was hired to answer any additional questions and address all concerns dealing with year-round education. This widespread communication effort certainly kept everyone in the community aware of what was happening throughout the school district. An administrator in the district commented on the effectiveness of the communications.

When decisions were made about year-round in the VUSD, lots of publicity was given to those decisions. Often times the organizations that are real effective in decision making fail to properly publicize those decisions. We [district personnel] sent newsletters to every home about 3-4 times during that nine month planning time so people would be up to speed on what decisions were being tentatively considered. It was like

a checking-for-understanding mode with a family of 14,000 parents. . . . Generally speaking, the information was out there and it was a product of lots of people's efforts. (personal communication, June, 1992)

Most often, reflecting on my own experiences in working with others in an effort to create change in the educational arena, gaining the necessary support and involvement lies heavily on the shoulders of the people who are leading the charge. Therefore, the credibility of the actors is always in question. In this particular situation, taking the lead from former Superintendent Olson, it appeared that Superintendent Townsend and other district officials established an atmosphere where voices were heard and decisions reflected the wants and needs of all the people involved. The majority of people throughout the community believed what was being reported and consequently supported the change.

At first I was leery about getting involved. I thought that the district administrators would just dismiss what I had to say because I was just a parent. I had moved to Vista from another community that had year-round education. When I started to talk about my experiences everyone [committee members] listened. Ron Riedberger asked me to be on the calendar committee since I knew something about that. The district administrators cared about my opinion enough to listen and incorporate some of my ideas. Those are the types of experiences that build

trust among the community and the district. (personal communication, January, 1993)

Involving a large part of the educational community, allowing individuals to take an active role in the process, and clearly communicating the vision for YRE to the general public created widespread support for year-round education.

The second general obligation bond initiative was entirely a different matter. In order to get the needed voter support, the bond committee solicited various individuals and groups to champion their cause. Superintendent Townsend once again emphasized the importance of passing the bond measure. She stated, "Everybody recognizes that it [bond money] is not going to meet the needs of the district over the long haul. Maybe by having the smaller amount, and people being able to see the results from that, then they will feel better about it when we have to do it again" (*San Diego Union*, October 26, 1989, p. 4). A committee known as *Yes on Kids* mobilized telephone banks, distributed campaign buttons and worked on publicity. Volunteers telephoned voters and Principal Ronald Arnold, dressed in a Batman costume, swooped through the halls of Monte Vista Elementary School, as part of a voter registration mobilization movement.

Sometime during the summer months the bond committee experienced a campaigning setback. Von Haden, a former city councilman, challenged the legality of using district funds to

hire the Price Research consulting firm. The Board of Trustees sidestepped the issue by giving the campaign effort to the Yes on Kids group. This group contracted Price Research for \$20,000. Nevertheless, Von Haden had done considerable damage to the passing of the bond initiative. The bond committee would not gain the needed support necessary to pass the second general bond initiative.

Making the change. On November 7, 1989 the second attempt at passing a general obligation bond failed by a slim margin. Sixty-two percent of the voters supported the initiative only four and two-thirds percent shy of what the district officials needed. The community would not appropriate any additional tax money to the Vista Unified School District for the refurbishing of old schools and the building of new ones.

If the bond initiative would have passed, the implementation of year-round education may have taken on a different form. At any rate, in November, 1989, the Board of Trustees passed the first set of guidelines which outlined the organizational structure of elementary and middle school curriculum, special programs such as the gifted and talented (GATE), bilingual, and special education programs and the scheduling of classes and instructors. These guidelines were not passed without discussion by various interest groups and the use of their influence on the members of the school board. Catherine Kolonko's article in the *Vista Press* on November 21,

1989 describes the feelings of one such GATE parent.

The YRE Parent Committee recommended that GATE should be offered uniformly on all three tracks. As a member of the YRE Parent Committee I felt "used and abused" because the district administrators were ignoring the committee's advice in favor of a "small, loud, but well connected" group of GATE parents from Lincoln Middle School. I feel that the GATE parents had pressured the administrators and the Middle School Committee in order to provide an option that would allow Lincoln to offer the program on only one track (p. 1).

Superintendent Townsend had fostered the environment that was inclusive of many divergent voices. Many of these voices created waves that rippled throughout the change process. The plan for implementation of year-round education was flexible enough to reflect the mutual purposes of the original leaders and followers and adapt to the wants and needs of the people now involved in the process.

In January, 1990 the final set of guidelines was approved. From January to June, a number of routine procedures were followed. Track selection survey cards were sent home so that the school administrators could place students on one of the three tracks. Because ninety-eight percent of the parents received their first track choice, there was very little negative feedback on the process. Master schedules were created and children were assigned to

the blue, orange, or green track. By April 1990 all parents and teachers were notified of their track assignment. In July, 1990 the implementation of year-round education was complete. The Vista Unified School District's K-8 schools would now follow a new timetable. The educational community had taken the time to build an agenda, assess the issue, plan the change and gain the support in order to successfully incorporate a districtwide change in the school calendar.

Change does indeed take time. For a period of approximately ten years the Vista Unified School District's administration had considered the move to year-round education. But before the district administrators and staff made that move, they considered the people that it would affect and how deeply it would affect them. The environment, the issue, and leadership all played an important role in the acceptance of this massive change effort.

The leadership dynamic. Many relationships were formed during the implementation of year-round education. Some of these relationships prospered and grew over a period of time while others terminated as personal interest waned.

Success or failure in the change process does not determine if leadership is happening. The defeat of both bond initiatives is a good example that leadership does not only occur when the intended change is successful. These changes proved unsuccessful for a variety of reasons; a low voter turn out, a tight economy, a disbelief in the financial

state of the district, or lack of concern over the issue are all probable causes. Whatever the reason, the intended change, procuring additional money to build new facilities, did not happen.

Sandee Carter, a past member of the Board of Trustees in the VUSD, served as a leader in heading up a grassroots effort to support the first general obligation bond election. One respondent reflected upon Carter's attempt to promote the passing of the bond initiative.

Sandee was very instrumental as the chairperson for the bond initiative in November, 1988. We all knew that even with the bond passing that something additional had to be done in order to house our student population. We were growing so fast. Sandee was concerned and rallied the troops together. She knew and was associated with a number of powerful groups of people in the area--she had worked closely with some city officials in both in Oceanside and Vista along with some PTA members at a number of schools throughout the school district. Those people are the ones that got her elected to the [school] board in the first place. She provided the leadership and incentive to work hard for the passing of the bond.

(personal communication, February, 1993)

Carter was not the only active member in the leadership relationship that focused upon securing the best educational environment for the children of Vista. Superintendent

Townsend, acting as a leader, socialized the importance of passing the bond. Her interviews with reporters and speeches given at public events focused on the severity of not being able to house the increased student population. Some of Superintendent Townsend's concerns were reported on January 14, 1988 in an article written for the *San Diego Tribune*. She stated, "We've relied on developers' fees up to now to build those new schools without help from the state, but it's beginning to run out. We feel we can manage the growth for next year by opening another elementary school. . . . but we're looking at year-round next year for sure" (p. 2). Townsend used a bargaining stance in order to get her point across--if the bond passed, then year-round education would be delayed. This was her promise to the educational community.

My sense is that former Councilman Von Haden, by questioning the legality of district officials to contract an outside consulting firm, caused many bond initiative fence-sitters to oppose the initiative thus moving more people over to the opposition's camp.

Multiple groups of leaders and followers were active in the attempt to pass the bond initiative. Individuals as well as groups of people tried to sway the public's support. Pro-bond forces, created a committee known as Yes on Kids to symbolized the importance of the issue. In the end, the opposition overpowered the supporters of both bond

initiatives. The voters did not feel it was necessary to provide additional community funding for the building of new schools. The leaders and followers in this relationship failed in their mutual efforts to create the desired change. Nevertheless, in an unsuccessful event geared toward change, it is evident that the leadership dynamic is operant.

Superintendent Townsend was active in the leadership relationship that focused upon implementing year-round education. She was a quiet force behind the prospective change that was to take place in the Vista Unified School District. Townsend, in her position of superintendent, used her column in the *Vista Press*, opportunities at public meetings, and board briefings to persuade the board of education members, district personnel, and general public that it was essential to implement year-round education. Enjoying the support of a majority of the school board members aided her cause. It was Townsend's idea to allow Riedberger to head up the task force without her. Instead, she chose to function as a sounding board between the task force committee members and the Board of Trustees. She stepped away from the process so that others may take the lead. One responded shared her view on the superintendent and leadership.

When Gary Olson was the superintendent he used the committee structure to see were various groups of people stood on issues. Although there seemed to be involvement in the decision-making process, he pretty much had the

final say. With Rene as the superintendent, you know the decision that comes out of the committee will be the same one that will go to the board. Rene believes the more people that are involved in the decision, the better the final outcome will be. She truly lets individuals have a voice, she listens to us, trusts our decisions and acts on those decisions. (personal communication, September, 1992).

Superintendent Townsend was a proponent of both the bond initiative and year-round education. This may have given some people mixed messages on the issues. However, Townsend believed that because the district was growing, both measures were necessary to accommodate the student population explosion. She used all the necessary devices she had to influence people to support both issues. Townsend sent administrators, parents, community members, teachers, and support staff to YRE workshops and had them visit schools outside of the district that were operating a year-round education schedule. Allowing people to experience YRE first hand helped to champion her cause. One respondent remarked:

There were teams created from the subcommittees on the task force that would go out and visit schools that had already been operating on a YRE schedule. We [the team members] visited Hisperia, Chula Vista, and La Mesa [school districts in California]. By doing this, a bond of trust was created. Over a period of time, key issues

that we were all debating were identified and addressed but the main thing that came out of all of this was that the barriers between the administrators, teachers, and classified staff members were broken down. We were all working toward the same objective, to successfully move our schools onto a year-round schedule. We had been able to go out and gather information together and share a common experience. (personal communication, September, 1992)

Often times policies take on a life and career of their own. This particular policy had some assistance from Superintendent Townsend who, discussing YRE with other district officials throughout the state and observing local districts which had already incorporated a year-round schedule, believed that year-round education would be more successful if all of VUSD's elementary and middle schools would change their schedules at one time. She lobbied school board members on this matter and at the January, 1989 school board meeting the motion to incorporate YRE in all K-8 schools was passed unanimously. The successful implementation of year-round education meshed with her philosophy of what is best for kids is best for the district.

Assistant Superintendent Riedberger was clearly a leader from the onset of the implementation process. His expertise in this area allowed him to persuade others of the importance of year-round education. He strategically placed the

selection of the YRE calendar on the same school board agenda as another strongly, contested curriculum issue. Riedberger headed the YRE Study Committee, the task force, and the Calendar Committee. In these positions, he addressed the wants and needs of the committee members who represented the educational community. Assistant Superintendent Riedberger, working with multiple groups of leaders and followers, created an action plan for year-round education, guidelines for implementing YRE and a new district schedule for elementary and middle schools.

All of the leadership relationships forged during the implementation of the year-round education policy are too numerous to mention. Nevertheless, it is important to note that there was a cadre of leaders and followers who collaboratively sought to successfully incorporate the wants and needs of all the educational community. These individuals actively participated on the Calendar Committee, the task force, and the subcommittees (middle school, elementary school, parent, business and finance, and personnel). They reconstructed preferences, used symbolism, and worked for the common good of all concerned in an effort to collectively incorporate year-round education.

Analysis Using the Postindustrial Change Model

The YRE implementation process utilized multiple arenas in order to fully evolve. A clear picture of this process is often times blurred by the complexity of events effecting

these arenas. It appears, when following the implementation story, that year-round education was sequentially incorporated. When, in reality, circumstances such as the defeat of the bond initiatives impacted the direction the process was going to take.

One way to understand how the implementation process was incorporated is to envision multiple escalators. Some of these escalators are operating simultaneously and others independently of one another. Not all the escalators will continue functioning during the whole change process. The success or failure of the leadership relationship will tend to cause the escalator to stop at a particular step. In the case of both bond issues the process was stopped when not enough support was gained to pass the bond initiatives (see Figure 10).

The defeat of the first general obligation bond assisted in *building the agenda* for the implementation of year-round education. Because of the vast coverage of YRE in the news media and the socialization of the issue by the district administration, the people in the community of Vista were well aware of the fact that the school district did not have the funds to build new schools. The community had established the path the school district was to follow. The student population continued to grow and the school district had to house these students somewhere. The general public, by using their ballots as their voices, had decided that year-round

YRE Implementation and the Change Process

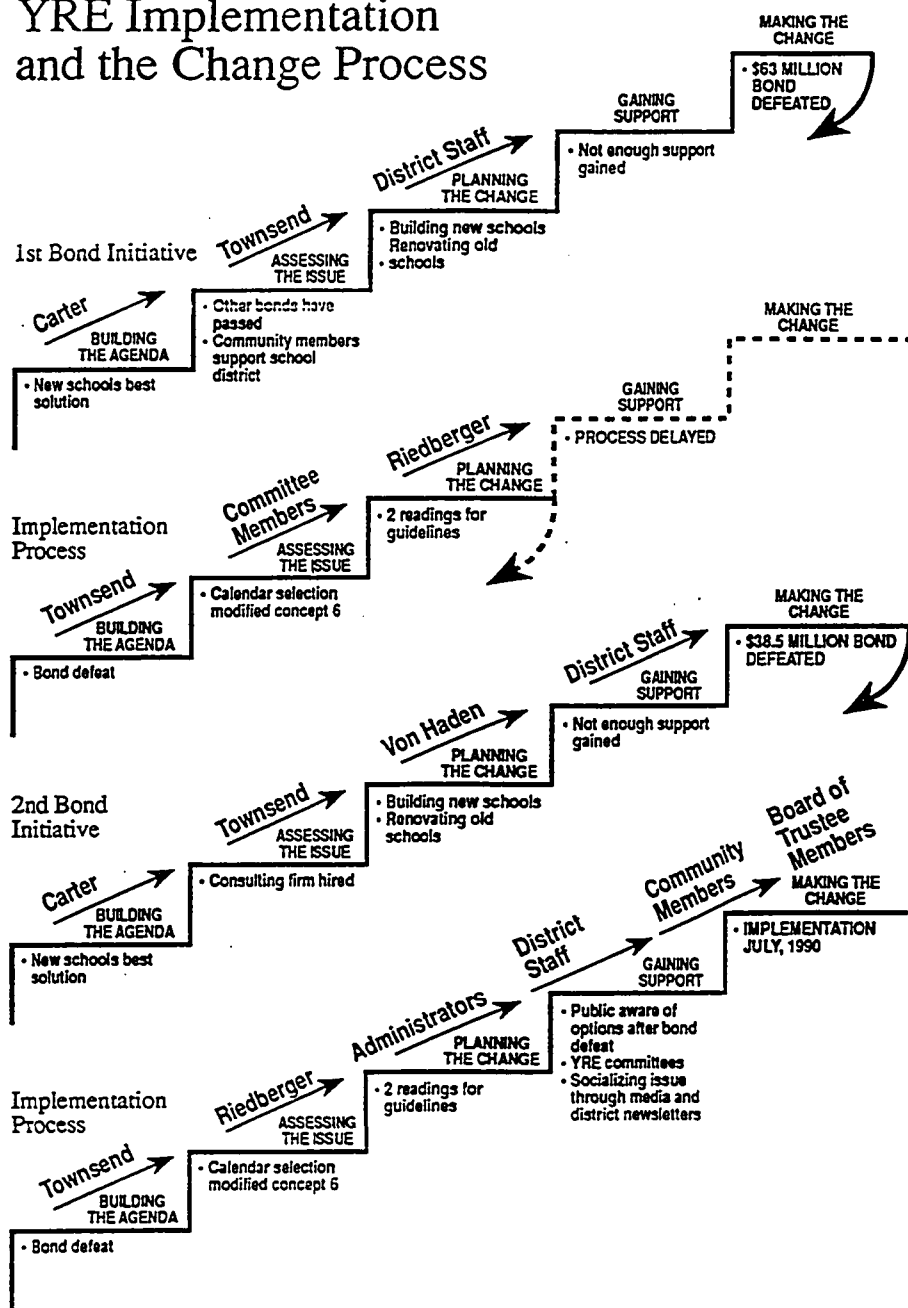


Figure 10. Change Model for YRE Implementation Process.

education was the best alternative for the VUSD.

Assistant Superintendent Riedberger formed a Calendar Committee to assess *the issue* of rearranging the school year. The Calendar Committee members had no preconceived notions as to which direction they were going to head. As a matter of fact, these members took four months to investigate a variety of options. The only criteria which was pre-established dealt with optimally increasing the capacity of the school sites. This committee knew that the traditional calendar could not address the needs of the district in the future. Therefore, the committee members collectively decided on recommending the modified concept six calendar, which could be incorporated in all the schools throughout the district, to the Board of Trustees for approval. Agreeing upon a school schedule provided the district with a macro-choice that would focus the task force and its subcommittees on other matters.

With this assessment completed and the modified concept six calendar adopted by the Board of Trustees, the task force subcommittee members worked on the implementation guidelines in order to *plan the change* to year-round education. The final guidelines that were presented to the board had two readings. This enabled the public to discuss the findings of the task force and possibly sway the school board members decisions. The most disputed items were how to incorporate special programs such as the gifted and talented program, the special education program, and the bilingual program. A

variety of solutions to these complicated problems surfaced because a large number of people were involved in the planning process.

The task force members had to *gain the support* of the educational community and the Board of Trustees so that the implementation guidelines would be passed. A majority of the members of the Vista Community were eating a bit of crow from the defeat of both bond elections. Therefore the general public was very receptive to the suggestions brought forth by the task force members. Superintendent Townsend's educational wants and needs were aligned with a majority of the school board members. Getting their support on the implementation process was just a matter of procedure. Gaining widespread support of an issue is generally a difficult matter but in this case because of the circumstances surrounding the issue, it was practically effortless.

Making the change from the traditional school schedule to a year-round one was the climax of the leadership relationship. During each step of the process leadership was operant in a variety of ways and with a cadre of leaders and followers. The hard work of each individual paid a tremendous dividend. Year-round education was successfully implemented with minimum difficulty in all of the elementary and middle schools in the Vista Unified School District in July, 1990.

The VUSD Bilingual Education Policy and the Change Model

Much like other school districts throughout the nation,

the VUSD during the 1980s and 1990s addressed bilingual education in a variety of ways. A sprinkling of schools that housed a majority of Spanish-speaking students had bilingual programs. Other schools used bilingual aides to assist teachers in the classrooms. As the overall school population increased so too did the number of limited English proficient students. This increase in LEP students created added pressures for classroom teachers. In 1983 some of the pressures placed on the teachers were alleviated when the district was awarded a five year grant for bilingual education. This grant specifically targeted the needs of LEP students. With these additional funds, the district administrators hired Julie Hemaney as the Title VII Director in charge of bilingual education. Hemaney, with the assistance from other bilingual experts in the district, developed an elementary pilot program in bilingual education. This program using the transitional or late exit model, was incrementally phased into Monte Vista Elementary School over a period of approximately four years. The transitional model was so successful that Monte Vista became a model bilingual school for the district. Sante Fe Elementary School followed Monte Vista's lead and soon others emulated this action. Not everyone in the district believed that this model was the answer to educating bilingual students. Some people held on to the conviction that Spanish-speaking students could best be served by the assistance of bilingual aides in the classrooms.

Building the agenda. A combination of events prompted the district administrators to take a closer look at bilingual education in the Vista Unified School District. AB 507 was sunseting in 1986. This statute put some teeth into the bilingual education act in the State of California but ended in 1986 when the law was not renewed leaving the district without any formal guidelines for the implementation of bilingual education in the State of California.

The Spanish-speaking student population increased at a phenomenal rate in the VUSD. These students were sporadically entering the school system throughout the year. Teachers voiced their concerns about adequately assessing and correctly placing these students in the right programs and classes. The district administrators began listening as the teachers' voices became louder and the anxiety over this issue was expressed by some Vista Teacher Association representatives during contract negotiations. One teacher shared his views on the situation.

The district was growing so fast at this time, and as we were growing, the Hispanic student population seemed to be doubling over night. We [teachers] weren't meeting their needs because they [students] had so many. There were a few programs out at the elementary schools that happened to be in the Hispanic areas of town but at the middle schools and high schools nothing was really happening to help these kids learn in their native

language other than maybe an aide in the classroom. So, a newcomer's center was started and that helped in placing the Hispanic students. Staff development slowly addressed this problem but we needed more than that to effectively deal with educating all these kids.

(personal communication, May, 1992)

Certainly it is clear that the pressure of tackling this problem came from the educators of the district. Teachers were feeling overwhelmed in trying to address all the needs of the Spanish-speaking students and subsequently they felt inadequate in their delivery of instruction.

Many of the bilingual education problems facing the teachers in the district could not be addressed in the teacher's contract bargaining process. Nevertheless, this process provided an open channel of communication among the teachers and administrators and, as a result, prompted serious discussions about bilingual education which resulted in taking the first step in building a consensus that focused on the importance of educating Spanish-speaking children.

Regardless of this matter, the district officials were facing a bigger problem in 1987, how to efficiently house the increasing student population. The bilingual education issue would be set aside until 1990 when the year-round education policy was implemented.

Assessing the issue. In 1987, Assistant Superintendent Loftus established a task force to study bilingual education.

This task force was comprised of district personnel from Monte Vista, Crestview, Santa Fe, Beaumont, Bobier and Olive elementary schools, Lincoln Middle School, Vista High School, migrant educational services, the Newcomer's Center, and instructional services. The main purpose of the task force was to investigate how bilingual education was currently being addressed and how it could better be addressed in the future. These individuals met for two-three hours per month for a period of nine months. On June 24, 1987, Loftus presented the task force's recommendations to the Board of Trustees. The members of the task force maintained that the bilingual program should focus upon English language proficiency and academic achievement. The school board members, believing that the task force recommendations reflected the district's basic philosophy on bilingual education, unanimously approved them. These recommendations provided the foundation for the district's bilingual programs of the future. It was clear that these recommendations had to take a back seat to a priority item, year-round education.

Planning the change. The recommendations accepted by the school board from Loftus's bilingual task force were never fully implemented. The district administrators' focus was on year-round education. When the culmination of the implementation of year-round education came in August, 1990 the district administrators could now focus on another area of need in the district. Responding to the demands of the

bilingual education teachers, Superintendent Townsend directed Susan Coyle, the director of educational services to establish task force for bilingual education. This task force emulated the one that was developed for year-round education. Townsend had experienced successful results from this process in both transitioning the junior high schools to middle schools and incorporating a year-round educational calendar. She believed in what had worked in the past would not fail the district in the future.

The task force's steering committee and subcommittees were comprised of administrators, teachers, staff members, parents and community members. Some of the individuals who were involved with the 1987 bilingual task force headed by Assistant Superintendent Loftus were also part of this committee. The steering committee was co-chaired by former Board of Trustee member James Hagar and Theresa Barrone, a bilingual and Spanish teacher from Lincoln Middle School. This task force's main objective was to come up with a five year bilingual education plan.

Once a month for eight consecutive months the elementary, GATE, special education and Chapter I, secondary language development, newcomer center, recruitment, English as a second language, parent education and involvement, and English language dominant Latino committees met to discuss the important issues in bilingual education in their areas of expertise. One respondent reflected upon the process and

stated:

I could not believe how frustrating the brainstorming process was. Sue [Coyle] explained how we may just talk and talk and never seem to get to a formulated plan for quite some time. I looked around at all the very capable and intelligent people on my committee and thought that this would be a piece of cake to come up with a few suggestions that would target bilingual education. Boy was I wrong. I was so frustrated after the first two meetings that I just wanted to scream. But eventually, as Sue supported us, answered questions and provided us with some guidelines the whole thing came together. I was really pleased with our suggestions for the action plan. (personal communication, September, 1992)

These subcommittees formulated action plans which addressed specific needs in the designated areas of concern. Susan Coyle, the director of educational services and Charlene Zawacki, a bilingual resource specialist, reviewed the plans and placed them on a time line for implementation. Coyle compiled these plans and presented a draft copy to the steering committee for its approval. Eight subcommittees had collectively addressed a challenging problem and had developed a plan for action.

Gaining support. There were a number of ways the task force committee members and Superintendent Townsend gained the support necessary for adopting the bilingual education policy.

The steering committee, with Superintendent Townsend's encouragement, proposed that a board workshop on bilingual education be held in July, 1990. This workshop focused upon bilingual education and was an excellent way to both educate and lobby the board members for this cause. One respondent noted:

We [task force members] were so glad that we decided to hold a workshop for the board. At this workshop Ms. Holliday questioned the lack of emphasis on the academic English versus the spoken word. All of us [task force members] knew how important academic English was but the way in which that particular topic was addressed in our action plans was not strong enough for Ms. Holliday. So instead of just leaving our recommendations the way they were and risking one or more board members voting against them, we changed some words around to appease her and others. (personal communication, February, 1993)

Superintendent Townsend socialized the issue further by addressing the need for bilingual education in her column in the *Vista Press*. She stressed the fact that all children needed to have equal opportunities and support to succeed in schools. In her board briefings to school board members she emphasized that all kids deserve a quality education even if they do not speak English.

Susan Coyle continually communicated the progress of the task force to the superintendent's cabinet members and the

members of the educational community. She spoke at a variety of meetings in order to keep everyone abreast of what was happening in bilingual education. Coyle served as the liaison between the steering committee and the subcommittees. She articulated the importance of collective action that coalesced into mutually held purposes, specifically, the purpose of better educating the minority population of students in the Vista Unified School District.

Making the change. On November 14, 1991 the Board of Trustees of the Vista Unified School District adopted the five-year bilingual education plan as the new bilingual policy. The board workshop, the articles written by Superintendent Townsend and the involvement of a diverse contingency of people all gained an adequate amount of support so that the bilingual education policy would be ratified. However, institutionalizing this policy would be a different matter.

Fiscal support for education in the State of California has consistently declined during the 1980s and 1990s. As a result, school districts have eliminated a variety of staff positions. One such position eliminated in the Vista Unified School District was the director of educational services. This meant that the implementation of the bilingual education policy resided on the shoulders of Assistant Superintendent Loftus, Charlene Zawacki the bilingual resource teacher and school instructors. Changes such as increased parent

involvement, a newcomer's center within Vista High School, and the incorporation of a bilingual program at a majority of the elementary schools continue to happen. Nevertheless, the implementation of the five-year plan moved at a very slow rate because district administrators feared that if this policy was incorporated at a faster rate, it may be eliminated or cut back by the Board of Trustees. The climate for bilingual education became more negative in 1992 when several new school board members questioned whether the children of illegal immigrants should be educated in Vista's schools at all.

The leadership dynamic. Unlike year-round education which affected the entire educational system, bilingual education only touched a part of the educational community. Because of this, fewer people are impacted by a policy that targets a specific school population. Some people had a vested interest in equally educating all children while others were drawn together because of the increasingly difficult task of instructing a diverse group of students. Certainly people form coalitions for a variety of reasons but these individuals all believed that something needed to be done to address the problems that were created by an expanding Spanish-speaking student population. Being actively involved on committees that addressed the bilingual education issue in the district provided these individuals with a sense of collective power. Joining the bilingual committee allowed people to articulate

their own ideas and then act on those ideas.

Gary Olson, the superintendent of the VUSD in 1987, created an arena that enlisted the assistance of a select group of individuals in the decision-making process. Olson's task force headed by Assistant Superintendent Loftus generated foundational recommendations for bilingual education. Olson's delegation of power planted the seed which created a climate that utilized a cadre of people responsible for solving most of the difficult dilemmas facing the VUSD administrators. This climate would later blossom into the culture of the Vista Unified School District. Rene Townsend, the associate superintendent in 1987, was the person who was responsible for nurturing this climate. A member of the educational community shared her views on leadership in the VUSD.

Gary [Olson] was just a super person. Everyone liked him because he was a people person. He knew everybody in the district because he came up through the ranks, first as a teacher, then as a school administrator and then in the central office. Gary chose certain people to help him in running the district. He knew who was an expert in different areas, whether it was in curriculum or the running of a school. But he was the one who ultimately had the final say in the matter. Rene [Townsend] institutionalized Gary's ideas and meshed them with her own philosophical beliefs. She listens to and respects everyone's opinions. Rene allows others to make the

final decision knowing quite well that she is ultimately responsible in the end. That is pretty trusting. She has created a new culture in the district and we all can relate to it as the Vista process. (personal communication, April, 1992)

Superintendent Townsend promoted the idea that many constituents should get involved in investigating the best way to educate Spanish-speaking students. After creating the committee structure that eventually became known as the bilingual task force, she stepped back to allow others who were experts in the area, to become leaders. When she became superintendent, she used her positional power to socialize the issue in the local paper by pinpointing her own philosophy on bilingual education. She also used board briefings, which reported both sides of the issue, to keep the members of the school board well informed and educated about bilingual education.

Julie Hemaney's involvement and expertise in bilingual education created a number of changes in the education of Spanish-speaking students in the district. Hemaney researched a variety of methods that would meet the instructional needs of the minority population. She developed and implemented the pilot program for bilingual education in the elementary schools. Using her power of persuasion and her use of analytical data, she convinced Olson of the need to allocate funds for a newcomer's center.

Susan Coyle, the director of educational services, spearheaded the task force. As an expert in strategic planning, she mapped out the direction for each committee to follow. Coyle supported the committee members by providing them with information and continually giving them feedback on their course of action. She generated a leadership dynamic in which, at different times, leaders and followers exchanged positions. People like Charlene Zawacki and other bilingual instructors joined the task force committee because Coyle's vision for bilingual education aligned with their own. In the end, the bilingual policy consisted of a multitude of mutually held beliefs that were reflected in each committee's consensually, created action plans.

Analysis Using the Postindustrial Change Model

The bilingual policy did more than define a course of action that the district administrators and staff members were to take. It emulated a foundational philosophy that espoused the belief that all children should be given an equal opportunity to succeed in the educational system. The bilingual education policy, at the time it was adopted, reflected the convictions of many people who were active and interested in the issue. The postindustrial change model's five step process was very clear in the making of the bilingual education policy but is currently stopped on step three, *planning the change*, in its implementation stage (see Figure 11).

Bilingual Education Policy and the Change Model

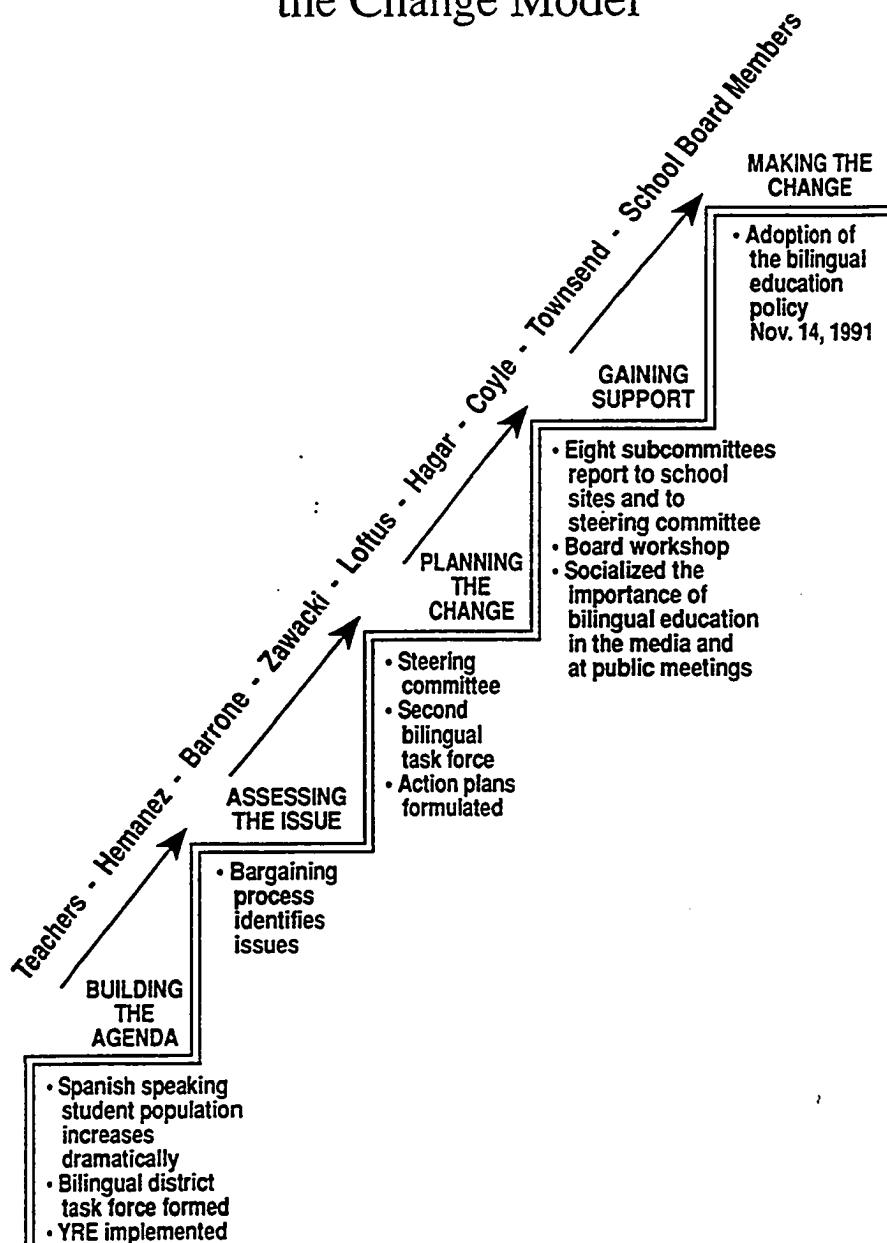


Figure 11. The Change Model and Bilingual Education.

Timing was a crucial element in *building an agenda* that created changes in how the VUSD was going to educate the Spanish-speaking school population. In 1987 when Assistant Superintendent Loftus's task force formulated recommendations for bilingual education, these recommendations were accepted by the school board but not acted upon. At that time the district was addressing a much larger problem, housing the new children entering the school district. In 1990 the district administrators and staff had just successfully undergone a dramatic systemic change in rearranging their school calendars to accommodate the overcrowded conditions at the school sites. This change temporarily solved the problem of overcrowded school conditions and enabled the district administrators to focus on another area of concern. Teachers were overwhelmed with their instructional duties because the bilingual students were coming into their classrooms at various times throughout the school term. Teaching to a diverse intellectual group was hard enough but now teachers had to instruct the Spanish-speaking students in both Spanish and in English.

Contract negotiation sessions provided the VTA representatives with a forum to voice their concerns to the administrators. These bargaining sessions helped the teachers push the bilingual education issue to the top of the district's priority list.

Susan Coyle was hired by Superintendent Townsend as the director of educational services to assess the issue of

bilingual education. She found out that the Vista Unified School District was in compliance with the state laws for bilingual education. However, the bilingual education model that the district was using greatly impacted the teachers in self-contained classrooms. Because of the hardships placed on the instructional staff, Coyle with the help of some cabinet members, formed a task force to investigate other options of providing Spanish-speaking students with educationally sound practices.

Both formal and informal meetings played a role in developing the bilingual task force's five-year plan. Hagar, Barrone and Coyle met to organize the task force's structure. The task force's steering committee and subcommittees met for eight consecutive months brainstorming ideas which eventually were incorporated into action plans. Susan Coyle, Charlene Zawacki and subcommittee members devised action plans that served as a blueprint for the five-year bilingual plan. This plan gave the district administrators a specific direction for bilingual education in the Vista Unified School District.

Gaining support in order to implement this plan would test the commitment of the educational community to bilingual education. The task force incorporated the views of many participants in developing the five-year bilingual plan. Nevertheless, the supporters of bilingual education were not going to gamble on presenting the plan to the school board members and not have it approved. In order to draw added

support the steering committee held a board workshop on bilingual education in July, 1991. This workshop only focused on the elements of the bilingual education's five-year plan. People used this workshop as an arena to voice their opinions on bilingual education. Deidre Holliday, a school board member, stated that there should be additional emphasis placed on the academic English component and language acquisition skills. Hearing this concern, the task force committee members changed some words in the original plan before it went to the board for a vote.

On November 14, 1991 the Board of Trustees of the Vista Unified School District began *making the change* in bilingual education. The school board members, without much opposition, adopted the bilingual five-year plan as a policy.

Bilingual Education Policy Implementation and Leadership

In 1992, Superintendent Townsend worked with a school board that had a majority of its members in opposition to the general philosophy of the Vista Unified School District, which is, providing the best educational opportunities to all children throughout the district. Because of several board members' adversarial stances on bilingual education not much has been accomplished in the policy's implementation process. One respondent shared his thoughts on this matter.

We [educational community] have a group of people in Vista that disagree with the way we handle bilingual education because they certainly feel that a total

immersion program is the way to educate Spanish-speaking students. Some of our new school board members feel that if children come from another country and don't speak our language, it's their problem, not ours. We [educational community] don't agree with that and over time we have not changed our firm stance on the importance of bilingual education. Children who are not able to speak English must learn in their primary language. It is as clean and clear as that. (personal communication, November, 1992)

An individual with another point of view stated:

Personally I have had reservations about bilingual education for at least the last year. They [VUSD] paid for my way to hear an expert speak on bilingual education in a conference in San Diego in order to give me the rationale--the thinking behind it [bilingual education]--and I still do not follow the reasoning. Something in the educational process just doesn't ring true. I am willing to go along with the way the VUSD seems to feel about how to educate those kids [Spanish-speaking children] but I have just talked to so many people that have been products of immersion into English that I know immersion works. Yet I continue to be told that there are no studies that show immersion works with school-age children. (personal communication, 1992)

The need for all children to have an equal opportunity to

succeed in their educational endeavors was a strong message that continued to be sent out by Superintendent Townsend, district and school administrators and staff members throughout the school district.

The implementation process for the five-year bilingual plan in 1993 is moving at a slow rate but it has not completely come to a stand still. The bilingual task force committee continues to meet once a year to re-evaluate the five-year plan. Hispanic parent involvement has increased in the school district in 1992. Vista High School officials have incorporated their own newcomer's center to specifically address the needs of high school age students and Rancho Buena Vista High School will soon follow VHS's lead.

Superintendent Townsend being politically astute knew how hard and how fast the bilingual education agenda could be pushed without severe, irreversible effects. One respondent commented on the issue.

We [administrators and staff] have to be very careful with how bilingual education is dealt with in this district right now. The 1992 election of school board members resulted in a new majority that clearly does not support equal educational opportunities for all children. They [Holliday, Lee and Tyndall] have the power to change the policy or shelf it forever. (personal communication, March, 1993)

It is evident that the power resources in the leadership

relationships present in the bilingual education policy's implementation process have shifted from a leadership dynamic that supports bilingual education to a non-supportive group. This shift has created a temporary slow down in the process which could lead to a reconstruction of the policy itself.

The Staff Development Program and Leadership

In 1980 Superintendent Price explored the idea of changing the elementary and junior high school grade configurations. Price focused on two major changes. One change would move the sixth grade students to the middle school and another change would directly affect the philosophy of teaching in this new middle school. During the 1980s the junior high schools' philosophy was subject oriented while the new middle schools' philosophy focused on the special needs of adolescent students. Principals Loftus and Townsend used this idea as a vehicle that promoted a need for staff development which moved away from the notion that teachers were subject specialists to instructors who embraced a child-centered curriculum which created a shared vision for all middle school teachers. The change from junior high schools to middle schools generated a need for professional growth activities that brought individuals together for a common purpose.

Most of the professional growth activities that teachers experienced during the 1980s focused on their personal needs. Teachers attended conferences, completed university courses for state credentialing purposes and received salary

increments through workshops and inservices provided by the district. The staff development opportunities presented by Principals Townsend and Loftus at Roosevelt and Lincoln Middle Schools spoke to a different issue. This issue had to do with changing the entire culture of the schools. Superintendent Price's suggestion of altering the grade configurations of the elementary and junior high schools provided Townsend and Loftus with the necessary arena to transform staff development into a program which reflected a common purpose that administrators, teachers and staffs themselves had created.

In 1984 when Townsend was appointed assistant superintendent under Superintendent Olson, she continued to prioritize the professional needs of the district's employees. Townsend developed a new model for the staff development process which emphasized the significance of developing all employees throughout the school district in their chosen fields. This model reflected the importance Townsend placed in the individuals who played a significant role in the total educational experiences of the students. It was this vision that transformed staff development in the VUSD and prompted the school board to set aside general fund money for professional growth activities.

Assistant Superintendent Townsend relied heavily on the research available on effective teaching in order to initiate a districtwide staff development program on clinical teaching. With the help of other administrators and staff members,

Townsend initiated a program that developed a common language among the district staff and focused upon better educating the students in the Vista Unified School District.

Townsend in all her different roles in the educational system continually modelled the notion that professional growth was important. She developed a culture throughout the district which emulated the importance of retraining and continuous learning. Many respondents thoughts were summed up in this one response.

She [Townsend] shows up at workshops and participates as the superintendent. Rene herself is a trainer in the California State Leadership Academy. She shows by example, commitment and district funding that staff development is important and a fundamental precept in her philosophy of education. The way to provide quality programs to our [VUSD] students is to hire quality people and then consistently retrain, retrain, retrain them. Never let them stop. In fact she wears us out sometimes. (personal communication, June, 1992)

As the superintendent of the district in 1992 Townsend has been confronted by the overwhelming task of running a school district on sparse funds. However, the lack of funds did not diminish the importance of staff development in the Vista Unified School District. Superintendent Townsend has been actively involved in assembling the North County Federation for Professional Development. The vision Townsend

and others have for the future of staff development in the twenty-first century is one that unites north county San Diego public school district employees with California State San Marcos professors in an effort to provide centralized professional development activities to the educational community members in the participating districts. This vision was institutionalized in 1993 when a number of distinguished teachers from thirteen schools districts throughout north county San Diego were selected to mentor and train first and second year public school teachers.

The Leadership Dynamic and the Superintendency

The Vista Unified School District in the early 1980s was a typical hierarchical organization. Superintendent Price, as the person in charge, set the expectations which were carried out by district staff members. His interest in better educating the children in the community led to the hiring of adept individuals who assisted him in institutionalizing his ideas, ideas which ultimately strengthened the district's curriculum. The concepts that evolved from changing the traditional school year's calendar, equally educating all children and providing professional growth opportunities for the district staff members all found their beginnings under Price. But these beginnings sprung from a reaction to what was currently impacting the school district at the time and not from a vision Price created in an effort to initiate changes. Nevertheless, Superintendent Price's hiring of

key individuals led to an increase of different voices in the decision-making processes of the district. Price trusted the people that he himself had placed in the administrative ranks of the school system and allowed these individuals to foster a different educational climate, one that eventually altered the culture of the VUSD.

Gary Olson built upon Price's ideas and was a supporter and facilitator in the change processes. The extent committees were formed and people were involved in the leadership dynamic increased with Olson's tenure. However, Olson carefully selected the members of each committee and these selected members tended to reflect Olson's own personal beliefs in how something should be accomplished in the school district. Olson, being in tune with the community of Vista and a personal, caring individual did promote a district climate that reflected the mutual purposes of the educational community. His charismatic personality initiated an open dialogue among community members, staff members, VTA members and district administrators. This dialogue fostered feelings of trust, care, and respect among the people in the educational community and, in turn, encouraged these individuals to become more involved in the educational decisions being made by district officials.

Superintendent Olson's mentoring of adroit individuals who believed in moving the district forward and meeting the challenges of the future created an arena which supported many

important changes in the Vista Unified School District. Olson's insight in selecting Townsend, Loftus, McHugh, among others and strategically placing them in vital positions eventually led to the transformation of the district's culture in the 1990s which is articulated in the district's mission statement, refined in the school board's themes, and incorporated through the superintendent's goals.

The leadership dynamic has flourished in the Vista Unified School District with Rene Townsend in the position of superintendent. Superintendent Townsend was a leader as a teacher, school administrator and district administrator. She has continually worked from a strong personal philosophy that is reflected in almost everything that she does.

Operating from a research base, Townsend has continually promoted the need to improve education in the VUSD. As the principal of Washington Middle School she and others changed not only the school's grade configuration but the basic philosophy of teaching middle school children. In 1984, Townsend created a cutting edge staff development model which included professional growth activities for the entire educational community, a concept which was way ahead of its time.

Mentored by Olson, Townsend has used his principles of care, respect and trust as basic elements in her philosophy in an effort to further increase the number of individuals who are involved in transforming the educational process. The

Vista Process, incorporated by Townsend, is how active individuals in the Vista Unified School District do leadership. This process involves all interested people in the intended changes and was exemplified in the adoption of the bilingual policy and the implementation of year-round education. Leadership was a fluid process which enabled leaders and followers to exchange positions in an effort to create changes which reflected their mutual purposes.

Townsend has whittled away at the hierarchical structure of the school district which breeds dependency and encourages single individuals in authority positions to make important decisions and has incrementally replaced it with a system that involves all interested people in the educational change process. Her vision for the future of the Vista Unified School District is not an isolated idea coming from herself but incorporates and joins together the visions of others in the school district. The relationships that were continuously developed in order to produce changes played an important role in the transformation of this vision. These relationships enabled many divergent voices the chance to come together in a quest for a common image that reflected the desires of the whole group.

In order for a vision to be realized, more than one person must grab onto the brass ring. Superintendent Townsend continually created an environment which fostered professional growth as well as provided leadership opportunities for many

people throughout the VUSD. In just five years two of her associate superintendents have become superintendents in other school districts. Many other people throughout the district have become involved in the change process because they know that their voices will be heard and acted upon. Because of this, the Vista Unified School District's culture reflects what is important to Superintendent Townsend and others throughout the district.

Up until 1992 the educational community's vision for the future of the VUSD was aligned with Townsend's vision of education but with the changing configuration of the school board that vision might be shattered in the future.

Jack Price planted the seed that promoted a different climate in the VUSD. Gary Olson nurtured that seed in order for it to become a new district culture. Rene Townsend enabled that culture to grow and prosper into the Vista Process, a process that embraces the leadership dynamic which forges strong relationships and, in turn, generates changes from mutually-held purposes.

CHAPTER VI

LEADERSHIP RELATIONSHIPS:

CONCLUSIONS AND RECOMMENDATIONS

The main focus of this research is to probe for an understanding of the nature of leadership as it was reflected through the changes created in the Vista Unified School District's policies of year-round education, bilingual education and the staff development program. An auxiliary notion is to discover if leadership can actually exist in a traditional hierarchical organization such as a school district under the direction of a superintendent.

This investigation centers upon the importance of creating and sustaining relationships which are initiated from the common wants, needs, and desires of the leaders and followers in the leadership dynamic.

Rene Townsend, as the superintendent of the Vista Unified School District, was one of the main players in this study who established an environment which nurtured relationships. She was looked upon by a majority of the educational community as as a person who operated from a solid educational philosophy which generated a collaborative climate that grew into the culture of the school district, a culture which emulated the belief in providing all children with the best possible

education.

The final chapter in this dissertation reviews the findings of the investigation and discusses the strengths and weakness of the research. In the end, I will conclude this research by suggesting future areas of study.

Research Questions

This study grew out of five research questions which formed its foundation and drove the investigative inquiry. These questions are:

1. How did the leadership relationships in the Vista Unified School District develop and grow over time?
2. How were the leadership relationships in the Vista Unified School District connected and sustained among the changes and developments that occurred in the year-round educational policy, the bilingual educational policy and the staff development program?
3. What is the organizational culture of the Vista Unified School District?
4. How was the vision for the Vista Unified School District created, nurtured and communicated among the educational community?
5. How was the acceptance of intended, real change developed and supported in the Vista Unified School District?

The Forging of Relationships

It is my belief that the leadership relationships as seen

in the year-round and bilingual education policies and staff development program were formed for many reasons. District administrators joined forces to come up with solutions to the challenges the district was facing in regard to housing the student population, addressing the needs of an increased number of Spanish-speaking students and providing students with better educational opportunities.

The school district officials from Superintendent Price to Superintendent Townsend and their associates created arenas that enabled groups of people to coalesce in an effort to share mutual concerns and deal with challenging issues. Individuals joined committees or formed interest groups for personal reasons that reflected shared values. As personal interests were united into a common interest of the group, a collective action took place. This action reflected the importance of providing the students in the VUSD with the best possible education.

The relationships that were forged and bonded in the establishment of the YRE policy, the bilingual education policy, and the staff development program grew in intensity through a collaborative effort to successfully carry out those policies and programs. The educational community experienced a true involvement in the decision-making process and as a result took ownership for the outcomes. In making their decisions on these particular policies, the Board of Trustees reflected the ideals of the educational community, thus

building a mutual trust among the school district's board, educators and their constituents. Once trust was created, the relationships expanded and more involvement in the process was evident.

Relationships among the people in the educational community of Vista grew over time because of three basic ideals. The first ideal centered around the notion of real involvement. Leaders came to recognize the followers' knowledge and through this recognition an interchanging of roles took place. Leaders and followers exchanged positions when interacting among themselves in committee meetings or forums. This exchange took place when one or more people exerted influence in order to alter or change the group's views. People, operating on the YRE issue, persuaded others to negate the idea of double sessions in lieu of YRE. The idea of creating a separate school which would address the needs of non-English speaking students was thrown aside when a concerned constituency believed that this idea isolated the bilingual population even more, and instead, opted for bilingual education at each school site. The exchange of information and ideas stimulated the educational community members to become a bigger part of the decision-making process.

The second ideal touched upon the breaking down of traditional hierarchical barriers. Even though the superintendent or the Board of Trustees are responsible for

making the final decision on a majority of matters, many of these decisions reflected the desires and needs of the educational community. Administrators and school board members listened to the people in the Vista Unified School District. District officials worked from a model that welcomed individuals' opinions.

Superintendent Townsend, nurturing and refining the climate created by Gary Olson, valued diverse opinions on many educational challenges. Townsend, when preparing board briefings or newspaper editorials, presented both sides of an issue which assisted people in formulating their own ideas and opinions on the topic. Because of this action, she fostered an atmosphere that enabled people to openly voice their feelings on matters that personally affected them. Superintendent Townsend further broke down the traditional barriers between herself and her employees by underplaying her positional role in the educational system. She was simply known as Rene to all her co-workers, and because of this, established a camaraderie among herself and the district employees. Townsend used this powerful symbolic action to promote trust and a belief in her throughout the school district. The foundation of a relationship is built upon trust. The people in the Vista educational community who worked closely with Rene Townsend trusted her opinion, and in turn, she valued theirs.

Superintendent Townsend did hold positional power but

rarely used this power for personal gain. Townsend utilized her personal power which was reflected time and time again in the questioning and probing techniques she employed to initiate a dialogue in order to bring the importance of an idea into view. She lobbied her causes through the dissemination of information found in the form of school board briefings and newspaper articles. Superintendent Townsend also met with people who she believed were leaders and enlightened them on various matters while sharing her opinion on the topic at hand.

Rene Townsend was not the only person in the district who worked transversely throughout the organization as opposed to hierarchically. Many of her central office staff, school site administrators, educational community members and teachers held the same beliefs. Ideas and decisions came from the people that were directly affected by those decisions, therefore enabling everyone to feel a sense of ownership in the process and outcome.

The third ideal focused on generating a joint vision created by the entire educational community. By fostering a vision which was berthed from a strong foundational philosophy, relationships continued to evolve, grow, and prosper in order to strive toward that vision. This vision, in turn, changed as the relationships were transformed and there was an ongoing search for personal meaning. Through this search for personal meaning, people connected with others

who were seeking self-actualization and change. These resulting changes happened because of a synergistic and inter-relational process which strove for a new vision of the future.

In the end, leadership relations were created throughout the Vista Unified School District because people were interested in being involved in the education of the children in Vista. These relationships were supported by the climate that was initiated by Jack Price, nurtured by Gary Olson, and refined by Rene Townsend. These superintendents had a big hand in changing the culture of the VUSD, a culture that emulates the importance of involving a group of individuals in the change processes and reflects the mutually-held purposes of the group's collective actions.

Connections

The people who were involved in the development and implementation of the two policies and the staff development program moved freely in and out of the leadership dynamic. Some people were content to see that their interests were addressed by the Vista Unified School Board of Trustees in the mere passing of the policies, while others were not satisfied until the implementation cycle was completed. Still others continued to collaborate and exchange ideas yearly in an ongoing effort to strengthen the areas affected by the policies and the staff development program. During the implementation process for the YRE policy, Sandee Carter

brought people together to promote the passing of the bond. Von Haden worked against Carter on this issue. Both relationships were terminated when the bond initiative failed. The year-round task force has dispersed since the YRE policy was adopted and implemented while the bilingual task force committee members continue to meet together in an effort to implement the five-year bilingual plan. These examples portray the varying degrees in which people remained in the leadership relationships.

The year-round and bilingual education policy process showed that the district officials, in particular Superintendent Townsend, acted as catalysts in establishing an environment which encouraged people to become actively involved in the change process. Although many individuals on these committees had their own personal passions or interests, Townsend with the help of Assistant Superintendent Riedberger in the YRE policy formation and implementation process and Assistant Superintendents Loftus and Coyle in the bilingual policy formation and implementation process focused on a common purpose which reflected the importance of children.

Even though particular individuals may have felt that they were not affected by one policy or another, Townsend persuaded many people that each and every change that occurred in the school district touched all of the people in the educational community. She demonstrated this by openly congratulating people at public functions on their

accomplishments along the way, wrote articles in the local newspapers and district newsletters mentioning noteworthy people involved in the process, and sent personal notes in order to privately encourage individuals to continue down the path that led to change. All these efforts by the superintendent provided people with a sense of self-worth and accomplishment which, in turn, further increased involvement in these relationships that lasted over a period of time.

Superintendent Townsend modelled and communicated shared meanings and beliefs as exhibited through her basic philosophy of education. This modelling visually reinforced the importance and value of the district's collective ideals and consciously changed thoughts into actions. Townsend empowered followers to become leaders. She recognized each individual's expertise and knowledge and, this in turn, prompted an interchanging of roles to take place.

Embracing this ideal, many individuals were active as both leaders and followers in the conception and implementation of the two policies. Townsend herself, acted both as a leader and a follower in the leadership dynamic present in these change processes. For example, she stepped back and enabled Riedberger to lead in the YRE policy adoption and implementation processes and did the same with Susan Coyle in the bilingual education change process. Behind the scenes, Townsend supported, lobbied, and persuaded people in an effort to push the change forward. Her political astuteness in

making the general public feel guilty about not supporting the bond initiatives brought about a widespread effort to back YRE and an increased involvement of people in the process. This atmosphere prompted interactive learning which promoted a transitive movement among leaders and followers. The learning process enabled both leaders and followers to better understand both themselves and their environment. In this particular investigation the complex environment surrounding year-round and bilingual education proved to be a challenge which took years to fully incorporate. Individuals who were engaged in the change processes of these policies acquired the knowledge needed to identify constraints and work together to overcome obstacles. Learning became a social process where understandings were arrived at through shared and negotiated means (Smyth, 1989).

Relationships were nurtured through the commitment of the school district administrators and staff members by continuously educating people so that they could become informed decision makers, actively involved in creating new ideas, and open enough to accept other individuals' views. The VUSD's commitment was reflected in the investment it made in its people both financially and educationally by supplying them with opportunities to personally and professionally grow.

Typically, the leadership dynamic induced the educative process which promoted a multidirectional dialogue that fostered and sustained increased involvement. This

involvement in turn reflected, questioned and analyzed the basic wants and needs of the people who were active in the process and affected by the policies.

People who were sincerely interested in the education of all children in the district were active participants in many of the leadership relationships. Whether people were district administrators, teachers, staff members, parents, or community members, they were strongly connected by the belief that they could positively impact the educational process. Many individuals joined committees, were active in advisory groups or were vocal constituents at public meetings in an effort to influence the outcome of a particular policy or program.

Given the fact that most people are interested in what directly affects them, the associations among the people in the relationships forged in the three change process were based on the widespread belief of better educating all children. The vision and mission of the Vista Unified School District were the connecting link between the leadership relationships found in the year-round and bilingual education policies and the staff development program. Superintendent Townsend's continual articulation of the mission further ingrained its importance. This mission statement was displayed on the wall at every school. The principals of the schools reminded their staffs about the district's mission. This mission was not only spoken but acted upon in the daily operations of the schools. In studying the adoption of the

policies and plans in the Vista Unified School District, I was convinced that the mission drove the decision-making processes. It is important to note here that the mission statement was created from a collective group of people who incorporated many of the wants and needs of the educational community into the statement. Because of this, it was the bridge that connected the leadership relationships present in the YRE and bilingual education policies to the staff development program.

Culture

Observing the Vista Unified School District's administrators and staff operate in the daily functioning of school activities, interact during school board meetings, discuss issues on decision-making committees, and speak at public meetings revealed many things about the culture of the district. Close observations and interviews revealed a pattern which focused upon the use of power, ceremonies, agreed upon standards for doing various jobs, and stories about the district and how the year-round and bilingual education policy and staff development program were adopted and implemented. These features of the Vista Unified School District were only surface manifestations or artifacts of an underlying core of fundamental beliefs that were shared by the district's staff members. These shared beliefs emulated what was true, necessary, right, desirable or unthinkable. In other words, the beliefs were about how one ought to act in

the context of the Vista Unified School District.

VUSD's culture lay at the heart of what each person in the educational community did. The mission statement provided individuals with a concrete message that guided the activities of the school district and its staff members. The resounding message of "what is good for our kids is good for the district" was continually repeated by the people in the educational community. This viewpoint created a common dialogue among the educational community of Vista which bound them together as a group. Whether I spoke to community members, teachers, school board members or administrators, I heard all of them state that the bottom line in the change process focused upon creating the best education for all the children in the district. This sense of commonality gave coherence to the diverse activities that reflected personal visions.

Price, Olson and Townsend as superintendents changed the culture of the Vista Unified School District. Price instilled the need to better educate the children of Vista while Olson brought selected individuals into the decision-making process. Townsend, refined these ideas and created a new culture for the 1990s. This culture emulated the idea that people were important because individuals do have the ability to make informed decisions. Divergent voices were heard and acted upon in order to reach the best decision for the people involved in the process. As a result of these beliefs, the

Vista process was born. This process included as many people as possible in the changes happening at the district level or the school level. The Vista process moved people beyond the idea of mere inclusion to that of listening to the voices of concern and acting on these concerns.

All the people in the educational community of Vista were encouraged and welcomed to be a part of the decision-making process because a majority of the school district members worked from a basic philosophy which emulated care, respect, and trust of people. These three elements assisted in the creation of relationships which developed over a period of time and worked as a convergent force in order to address the wants and needs of the educational community at large.

The idea of collaboration and consensus was a large part of the Vista culture and was present in the committees which were formed in order to address specific needs of the educational community and the Vista Unified School District. Committees were not the only groups of people that strove toward collaboration and consensus. The VUSD employees' unions with the prompting of Townsend and a push from their presidents, shifted from the traditional bargaining mode to a more consensually driven model, thus enabling one to see how deeply the culture of the district was ingrained.

Creating an environment that was conducive to continuous learning, promoted a climate that further enhanced the culture of the school district. Through both personal and

professional growth, people became more informed and therefore tended to become more involved. The VUSD's administrators encouraged continuous learning and supported this learning throughout the educational community. This support was evident in the creation of inservice programs, encouraging and financially supporting staff members in their personal pursuits for professional growth and prompting them to share their expertise with others throughout the school district.

The culture of the Vista Unified School District embraced the ideals of trust, respect, care, empowerment, commitment, change, and generativity which, in turn, promoted involvement by the people in the educational community. These elements were important facets which played a large part in initiating the change processes. As exhibited in the development of the year-round and bilingual education policies the success in adopting these two policies was a direct reflection on the commitment and involvement of the people in the leadership relationship.

Involvement was the key that unlocked the door to change in the Vista Unified School District and the idea of involvement resided in the culture of the school district. This culture grew out of the strong foundational philosophy of Superintendent Townsend and functioned as the infrastructure of the school district.

Vision

Like most things in the Vista Unified School District,

the district's vision emulated from a joint sense of purpose. Actively involved people from the educational community formed a committee that brainstormed ideas, formulated concepts, and produced a mission statement that served as the driving force for the vision of VUSD.

The mission of the school district is very global in nature. "The purpose of the Vista Unified School District is to educate all students to become responsible, thinking, contributing members of a global society" (written communication, 1992). This mission allows individuals, as well as schools, to develop their own unique plans to accomplish this mission. As an addition to the mission, the school board incorporated communication skills, higher order thinking skills, life skills, outcome-focused instruction, and 100% family involvement in order to establish some guidelines for accomplishing the mission. While these guidelines served as a road map, the board themes of student achievement, personalized and caring environment, efficiency and effectiveness, and teamwork served as the vehicle that propelled various actions by the district's administrators and educators. Every year the mission statement was re-evaluated by the superintendent and the Board of Trustees. The general purpose of the mission remained intact but the goals and themes evolved over time as the needs of the school district changed.

Communication among the school district members and the

community was well established. The mission statement was continually articulated throughout the educational community. It was on every piece of paper used for correspondence purposes. Superintendent Townsend addressed this mission at the start of each new school year and spoke to it in presentations she gave in the district and community. In turn, principals articulated the mission at each school and posted it in a visible area in their school offices. Because of this, the educational community knew and fully understood the mission of the Vista Unified School District.

Although the mission statement grew out of a collaborative group of involved people, the vision for the Vista Unified School District was closely tied into Superintendent Townsend's personal view. Her personal view created a shared picture of the future. The establishment of a caring environment coupled with a sense of openness propagated a learning process which involved a large number of people in the educational change processes throughout the school district. Each individual's desire to be active in the leadership process created a common concern that facilitated the painting of a collective picture for the future. Senge suggested that a shared vision moves beyond an idea to a force in people's hearts called "impressive power" (1990, p. 187). People in the Vista Unified School District were bound together for the common purpose of educating all children. This binding together reflected a common caring that sought a

connectedness in an important undertaking. This shared vision provided an impetus for learning which was generative in nature and expanded the ability to create and sustain a lasting vision. There was a commitment to this vision because it not only reflected the vision of the group but was also tied into each individual's personal vision. A shared vision in the Vista Unified School District enabled the district's staff members to foster a sense of ownership in the change processes. In meetings, people referred to the VUSD as *our district* not *their district*. A strong connection and a feeling of ownership created a common identity that fostered risk taking and experimentation. In the end this connection strove for collective aspirations and shared commitments that were reflected in positive changes.

Change

Change brings about an uncomfortable feeling in people. who traditionally enjoy the familiar and when that familiar path is disrupted they are left with an uneasy feeling which if intensified, results in anxiety and fear.

The first step in combatting the fear of change in the VUSD was establishing a caring and nurturing environment that welcomed and supported risk taking and experimentation. The superintendent and her associates have established and promoted that kind of environment throughout the Vista Unified School District. At the 1993 management retreat, Superintendent Townsend proposed that every school become a

unique entity which reflected the needs of each student in that particular community but still addressed in their own way the overall mission of the district. The school board members applauded and reiterated this profound belief of individuality tied into a commonality of purpose. As stated earlier, the basic philosophy of the Vista Unified School District operated from an ethic of care which established a solid foundation that enabled people to move beyond the status quo. Change to the people in the educational community of Vista was a natural part of their life because failure to most people was a step in the learning process and not a punishment or black mark on their record. Because failure was a part of learning, reflection and analysis were relevant to that learning process.

Changes in the VUSD were continually analyzed and reviewed in order to better handle them in the future. This analysis was done by the entire coalition that was active in the change process. All of the results were disseminated to the educational community so that the learning process could be expanded.

The active involvement of diverse individuals that coalesced into groups promoted the changes that occurred in the school district. The transitioning of junior high schools to middle schools, year-round education, bilingual education, staff development, curriculum, budget, and boundary changes are just some examples that have incorporated the voices of a

vast group of concerned people throughout the school district. Individuals that participated on committees in the aforementioned areas had a voice that was genuinely heard and acted upon and because of this fact, change continued to be a driving force in attaining mutual purposes.

Change was embraced by the people in the educational community of Vista because these people were given the time to study, disseminate information, rethink ideas, analyze, question, incorporate ideas and then revise these ideas in an effort to obtain a more effective and agreed upon solution. These changes took time and the people in the Vista Unified School District understood and worked within this parameter in an effort to develop and support the changes necessary for the future of education in the school district.

The changes that came about in the conversion of the traditional school calendar, the education of Spanish-speaking children and the professional growth and development of the staff members in the VUSD were real, intended changes because the people involved in the leadership relationship believed and demonstrated through their actions and communications that substantive changes in attitudes, behaviors and basic assumptions were essential in order to transform the school district into an organization that was committed to better educating all people in the community of Vista.

Conclusion

Rost (1991) defined leadership as "an influence

relationship among leaders and followers who intend real changes that reflect their mutual purposes" (p. 102). This definition in its purest sense is reflected in the changes that occurred in the Vista Unified School District.

The establishment of relationships was the key to initiating and sustaining change. Rene Townsend, the superintendent of the Vista Unified School District, acted as a catalyst in this process and established an infrastructure that was built upon a strong foundational philosophy which enabled these relationships to prosper and grow. Leadership was an integral part of these relationships. As an inter-relational and fluid process, leadership promoted empowerment and sought a common enterprise for the expressed purpose of change. This common enterprise reflected the importance of educating all children in the Vista Unified School District and engaged leaders and followers in vitalizing and interchangeable relationships. Empowerment enabled followers to become leaders. Leaders and followers participated in a dynamic interactive process in which leadership freely passed to active individuals at different times. As this interaction took place and became empowering, the leadership process strengthened.

The leadership dynamic was present in the formation of the year-round and bilingual education policies and the staff development program. Leaders of specific committees exchanged places with followers who used influence and persuasion in

order to move their agendas. Followers in the educational community were active and collaborated with others in order to exchange opinions and enhanced ideas regarding specific policies. Followers in this sense were able to communicate their motivations, wants, and needs, and leaders transformed these motivations, wants, and needs into higher level aspirations. This was evident in the incorporation of the year-round education policy when large groups of people addressed various concerns and brought these concerns to the Board of Trustees. In turn, the board had two readings on each guideline before the final passing of that particular section of the policy. The continual reflection, questioning, and analyzing of the leaders' and followers' basic desires created a dialectic process which synergistically moved the group to higher levels of motivations and morality, in this case the importance of educating all children in the best possible way.

Both leaders and followers were active in the leadership relationships because they were relationships of mutual responsibility, joint ventures. Whether it was a joint venture that provided children with adequate classroom space or language acquisition skills, the venture bonded leaders and followers together in a symbiotic relationship that searched for a common enterprise.

Rene Townsend moved the idea of relationships beyond the small committees or groups that addressed the specifics of

the policies or programs to the entire educational community. Her subtle influence and commanding respect expanded the constricted involvement of people to a larger, committed community. Foster (1989) resonated the belief that leadership lies in the struggles of a community to find meaning for itself. In the Vista educational community, the meaning lay with the education of all kids. Many struggles continually come about because of varying ideologies and beliefs in how to best educate children. When all was said and done, the bottom line was "what is best for all kids is best for the district." This philosophy was resoundingly evident in the adoption of the bilingual education policy and the inception of a north county federation that will address the professional growth needs of the district staff.

Working from a mold that Gary Olson created, Superintendent Townsend continually provided other members of Vista's educational community with the opportunity to become leaders. She mentored and challenged their abilities in various situations, allowing them to experience both the triumphs and pitfalls of leadership. In all the changes that have transpired in the Vista Unified School District, Townsend has been active as a leader, a follower, a teacher, and a learner. Operating out of an ethic of care, a sense of trust, and a model of respect, Townsend built relationships that produced many changes. She established a shared vision that became pervasive throughout the educational community, one

which reflected the importance of actively involving all people in a common journey that reached toward the future in an attempt to better meet the educational needs of all kids.

Discussion and Recommendations

Most investigations use prior research as a model in order to build upon and expand a pool of knowledge. So too, should this study serve as a template. Every model has its own idiosyncracies which are reflected in the form of possible flaws and strengths. These idiosyncracies may be ascribed to the blueprint that was created as a map to guide the researcher or attributed to the researcher herself. This section addresses the strengths and weaknesses of the investigation and ventures into areas of future study.

Strengths

A main strength of this investigation was founded in the open access supplied to the researcher by the superintendent and others in the Vista Unified School District. This open access went beyond the ability to scrutinize written records and reports to a free avenue which provided me with the opportunity to interview all the people who I wanted to talk to throughout Vista's educational community. I was able to review communications of all kinds in order that I might obtain a true picture of the school district, administration, personnel, school board, and educational community. One hundred percent of the people I

asked to interview responded positively and afforded me the necessary time I needed to fully answer the questions regarding the leadership process in the Vista Unified School District. My familiarity in working in the educational arena as both a teacher and administrator enabled me to create a conducive atmosphere in which to conduct the interviews and quickly place the respondents at ease. This atmosphere promoted a free-flowing dialogue between the researcher and respondents.

I became a familiar face in the district throughout this year of study, and because of this I was welcomed and looked upon as another participant at school board and cabinet meetings, forums, and various committee meetings thus, minimizing the possibilities of extraneous contamination of the investigation. It was quite evident, both in the responses propagated by the respondents to interviews and the actions reflected by the people who interacted at the various meetings, that my presence was not a detractor nor a deterrent in any shape or form.

This research was of particular interest to most of the people in the educational community of Vista because of the controversies surrounding this school district in 1992 and the amount of national attention these controversies have gained. The question of how the leadership process will continue to promote changes that mutually reflect the desires and needs of the majority of the educational community in the

future is in the forefront of people's minds and therefore continues to be a great concern.

Analyzing leadership relationships by utilizing a postindustrial model created a realistic and informative picture of the leadership dynamic present in the complexity of the policy-making and implementation processes. Policy making in many organizations is fraught with internally and externally competing forces some of which are simultaneously competing for the spotlight. Using a model clears up part of the ambiguity present throughout the examination of the policy.

The greatest strength of this investigation lies in the fact that leadership was studied as a process of forging relationships which reflected strong mutual beliefs and did not act as a prescriptive measure for curing the ills of a struggling organization. Rost (1991) suggested that in order to better understand leadership in the future, leadership scholars need to work from a definition of leadership and conduct research that reflects that definition. I believe this investigation has done just that. It has moved beyond the industrialized model of leadership to a postindustrial model which views leadership as a complex, dynamic interaction among people.

Weaknesses

Inherently every study has flaws and idiosyncracies. This investigation is no exception. One weakness that was

evident at the conclusion of the study addressed the retrospective gathering of data. I believe that this research could have become more robust if I had the opportunity to actually experience the interactions and conflicts present as the policies were actually formed. When gathering data from interviews and documents, one loses the intense reality of the process. Although the interviews were valid, the powerfulness of the experience would have intensified the picture for this investigation.

Another weakness was because the policy processes spanned a period of eight to ten years and took place under three different superintendents it was difficult to show how leadership was exercised in the development of these policies. At times, it was impossible to obtain specific information on the behaviors of key players in the policy process.

Finally, picking staff development as a policy when, in fact, there was no such policy somewhat hindered the study.

Future Studies

This investigation, serving as a template to the future studies of leadership, can form a foundation which allows researchers and practitioners to interpret and view our organizations in a different manner. As possible participants in leadership relationships, we will be better able to understand what is essential to successfully address our needs as we approach the 21st century, by looking at the importance of forming relationships that work from a mutuality of purpose

and establish a unique culture in order to bring about change.

This research could further be embellished by using an interdisciplinary approach to the study of leadership. By combining the perceptions and experiences of people in businesses, education, medicine, and other organizations, a richer picture of leadership may emerge.

Throughout this study, many respondents alluded to the fact that the way leadership was operant in the Vista Unified School District reflected a different style. They believed that this style was more feminine in nature and moved away from the traditional white, male model of leadership by authority. It is therefore important to be aware of and inclusive in studying leadership through both feminine and multiethnic views.

The qualitative side of studying leadership allows one to further enhance experiences and search for meaning beyond just quantifiable numbers. This investigation ventured into the world of experience in order to provide a snapshot of various interpretations and realities seen through the eyes of the participants. Future studies would allow these experiences to be shared and built upon.

Concluding Remarks

The concept of leadership as it was investigated throughout this study is very different from the leadership being widely practiced in the industrialized paradigm. In

order to operationalize leadership throughout our school systems, we must indeed break through the hierarchical structure and attempt to become learning organizations which rely upon participative and reflective openness and shared visions (Senge, 1990).

Society's traditional view of a school does not allow this postindustrial idea of leadership to flourish. A leader must ignite a flame to draw an audience that will be open and willing to break through the mental models created by our industrial paradigm. This audience of followers must realize its situation and then take action to resolve their dilemma (Foster, 1991, p. 13).

Leadership as an influence relationship relies on the fact that the relationship itself is multidirectional and noncoercive. Schools should be run by all interested parties: parents, community groups, teachers, staff members, and administrators. These groups have influence among one another and within the process. These are the people in the leadership relationship who interact and interchange the leader/follower positions which indicate that the influence patterns among the people and the groups are unequal.

The leaders and followers in the school community do leadership by intending real changes. This school community strives to make the organization a better place to work, creates high expectations for the staff and students, and promotes continuous learning within and throughout the

community.

The mutual purposes of a school community are developed by all the individuals in the relationship. These purposes come out of a noncoercive influence relationship which reflects common purposes of the learning community.

What then is in store for us as we approach the twenty-first century? It is evident that in order to fully understand the nature of leadership, we must decide how we view and interpret the world in which we live. The industrial paradigm of the past has provided us with a positivistic rationality which enabled us to solve our problems by using scientific solutions. Indeed if we are moving ahead, than we must embrace the new postindustrial paradigm and become social architects who attempt to construct a new social reality, a reality that reaches out for the common good.

In our organization called school, Cetron & Gayle (1991) projected seventy-five trends that will impact our educational systems of tomorrow. Some of these include:

- Education will be the major public agenda item,
- Education will continue to be viewed as the key to economic growth,
- Technology will provide more productive time for schooling, training and working,
- A growing mismatch will occur between the literacy of the labor force and the competency required by the available jobs especially in the *best* jobs,

- The number of students will continue to increase,
- The concern for quality education will continue and in response will create schools that focus upon community service, leadership skills and problem-solving abilities,
- One million youth will continue to drop out of the system annually,
- The number of at-risk students will increase as academic expectations rise and social problems intensify,
- The teaching profession will be respected,
- Life-long learning will be emphasized,
- School-reform efforts will continue to improve, elements of the educational system, but without a national philosophy and funding commitment, the American schools will remain inferior to those of other Western nations.

So where do we go from here? We can view these projections much like Ebenezer Scrooge's experiences with the ghost of Christmas to come--these are things that might happen but not necessarily will happen. In order for life-long learning to become a reality, we must alter our terminal views on the education process. The school-reform efforts of the 1990s only affect the very boundaries of the problems we are encountering in our educational systems. These systems should be totally overhauled. As a society, we can show our children that they are indeed important to us, and this importance can emulate out of a nationwide ethic of care which promotes a sound educational philosophy and a continual

funding commitment.

School administrators need to understand the nature of leadership and practice leadership as an influence relationship among leaders and followers who intend real changes that reflect their mutual purposes (Rost, 1991, p. 102).

Only when our schools become learning organizations that grow out of an ethic of care and strive for a common good in a community context will we experience excellence in education--an excellence which is created by people who are committed to a practice that reflects a narrative worth repeating.

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APPENDIX A
INTERVIEW QUESTIONS

INTERVIEW GUIDE

1. Please provide me with some of your background experiences in the community of Vista and specifically in the VUSD.
2. Tell me about your experiences in relationship to YRE, bilingual education, or staff development.
3. What type of impact do you think you personally made in these areas? Why? How did you make that impact?
4. How do you interact with the educational community of Vista? Specifically with the school staff, administration, community members, the district office personnel, and the superintendent?
5. How do you perceive change in the Vista Unified School District? How is change initiated? Sustained?
6. How do you perceive power? How is power used in the VUSD and the educational community?
7. How are policies established in the VUSD? How are they implemented and by whom?
8. Explain the conflicts present when the members of the VUSD incorporated YRE. Who were the stakeholders and how did they deal with conflict? How was the conflict resolved? Describe the outcomes and feelings involved in the process. What bargaining took place? (Bilingual Education and Staff Development).
9. Was (were) there any ethical or moral dilemma(s) present when placing the aforementioned issues on the table? What was the final outcome? What were some of the values that might have been traded?
10. Describe your personal vision and/or mission for the VUSD. How do you articulate this vision/mission? How do you involve other people in the process? What is the mission and vision of the VUSD?
11. What changes have you experienced in being a part of the educational community of Vista? How did you personally adapt to these changes? How were you a part of these changes?
12. How is individual growth promoted in the VUSD?
13. How are your professional and personal needs met in the VUSD?

APPENDIX B
CONSENT FORM

Consent Form

Tere Peterson, a doctoral student in the School of Education at the University of San Diego, is conducting a study of leadership and the superintendency in the Vista Unified School District. The intent of this investigation is to gain an insight and understanding of the nature of leadership through qualitative research methodology. Understanding the concept of leadership and the change process could benefit the VUSD of San Diego and enable it to better serve its staff, community, and students. This investigation answers a need in the educational field to better understand the leadership processes. If you agree, you are asked to take part in an interview at this time with Tere about this subject. The interview will not exceed 90 minutes.

Your name and this consent form will be attached to your responses from the interview. This interview will be taped and later transcribed for the purposes of the study. You may request a copy of the transcription and may clarify any statement in the transcript. Any portion of the interview that you wish to have deleted will be deleted from the transcript. After the tapes have been transcribed, they will be erased. Any written portion of the transcript that you wish to delete will be removed. The dissertation will be public property and available to the public.

No risk or discomfort is expected as a result of participating in the study since participation is voluntary and the interview is confidential. There is no agreement, written or verbal, beyond that which is expressed in this consent form. You may refuse to participate or withdraw from the study at any time without risk or penalty. Please ask any questions you may have at any time during your participation. You may contact Tere Peterson at home (619-943-8038) if you have any further questions.

I, the undersigned, understand the above information and agree to participate in this interview. I understand that this interview and the information gained from this interview is confidential but will be used in the writing of the study.

Signature of Participant date: _____, _____
location

Signature of Researcher date: _____

APPENDIX C
RIEDBERGER INVITATION



Vista Unified School District

1234 Arcadia Ave., Vista, CA 92083-2395, (619) 726-2170

no better place to learn

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April 9, 1987

MEMORANDUM

TO: THE MANAGEMENT TEAM

FROM: Ron Riedberger, Assistant Superintendent/Administrative Services

SUBJECT: INVITATION TO ATTEND STUDY COMMITTEE/YEAR-ROUND EDUCATION MEETINGS SCHEDULED FOR APRIL 27, MAY 11, & JUNE 1, 1987.

May I extend an invitation to each of you to attend the District's "Study Committee/Year-Round Education", meetings, scheduled on the above stated dates. The meetings are held in the Board Room of the Administrative Service Center. A copy of the "Summary of Discussion", of the meeting held on April 6, 1987 is attached for your information. You will note, that some of your programs would undoubtedly be affected should the District implement (YRE) in School Year 1988-'89.

Also attached for your information is the proposed Agenda for the forthcoming meeting scheduled for April 27, 1987 at 3:30 P.M., in the Board Room of the ASC. For those of you who would be interested in viewing the highly informative video tape made by Dr. Charles Ballinger, Executive Secretary of the National Association for Year-Round Education, the tape will be shown at 3:00 P.M. on April 27, 1987 preceding the scheduled meeting of the "Study Committee".

As you will notice by reading the Agenda for the next meeting, Dr. Ballinger will be the Guest Speaker and his presentation to the Members and guests attending the meeting will be the "Various Schedule Plans/YRE, and discussion on the Current and Pending Legislation Affecting (YRE)."

The May 11th meeting will feature Dr. Don Callard, Assistant Superintendent of Business/Encinitas Union School District, with a presentation on the "Cost of Maintenance and Operation/YRE." In addition at this meeting scheduled for 3:30 P.M., a "Panel" composed of Principal, Teacher, Secretary and Parent, will provide for a stimulating discussion opportunity with time allocated for specific questions and answers.

We look forward to seeing you at the meetings and welcome the opportunity to coordinate, define and identify for you all aspects of (YRE) in this Board approved study, with a final recommendation to the Board of Trustees, by October 1987, on the question of Year-round education for the Vista Unified School District.

RR:ne
Attachments: Summary/Agenda Mtg. April 27, 1987

APPENDIX D
RECOMMENDATION FOR YRE

VISTA UNIFIED SCHOOL DISTRICT
VISTA, CALIFORNIA

TO: Gary Olson, Superintendent
ITEM: Year Round Education Committee
Recommendations

REGULAR MEETING
November 18, 1987

-300-

REQUESTED ACTION:

FOR ACTION

Accept as Information report on
Year Round Education and approve
recommendations as listed.

BACKGROUND INFORMATION

Last spring the Board of Trustees directed the administration to establish a committee to study the feasibility of implementing year-round education in the Vista Unified School District.

The Committee (see attachment) met three times this past spring; an additional two meetings were held this fall. Presentations were given by teachers and administrators from Encinitas and Escondido elementary districts. Each reviewed their experiences with Year Round Education. The committee also discussed various aspects of Year Round Education with Dr. Charles Ballinger, the executive secretary of the National Association for Year-Round Education.

A sub-committee composed of Ron Arnold, Ron Koch, Janet Rust, Judy Stettle, and Mike Foster were appointed to write the committee's final recommendations.

PROPOSED PLAN/PROGRAM REPORT

As the Vista Unified School District continues to face the challenge of ever continuing population growth, we will surely need more schools to house these new students. This challenge is further complicated by the lack of a comprehensive state school funding program. This bleak forecast leads us to ask for a general bond election in November, 1988.

The passage of such a measure would provide the necessary funds to build these needed new schools and classrooms. If, however, this election fails, we are faced with housing a growing student population without the necessary increase in schools and classrooms. Increased growth and a lack of funding to build new schools and classrooms leaves us few options.

After careful study, the committee has identified two workable options:

- A. Double Sessions
- B. Year Round Education

It is the committee's consensus that year round education is preferred over double sessions. The committee feels that there are both positive and negative aspects to year round education and has discussed and identified these with input from community, staff and experts.

SPECIFIC FINANCIAL OUTCOME OF ACTION PROPOSED/TAKEN

Unknown at this time

RECOMMENDATION(S)

- 1- Design all new schools with Year Round Education features in mind.
- 2- Create a task force to prepare for the implementation of Year Round Education in 1989-90.
- 3- Implement Year Round Education over a 3-5 year period.
- 4- Eventually include all elementary and middle schools on Year Round Education.

It is our hope that every recommendation will be carefully considered in our efforts to house a growing student population.

ORIGINATOR: Year Round Education Committee
DEPT./SCHOOL APPROVAL:

Approved for Submission
to the Governing Board

CABINET MEMBER APPROVAL:

Gary S. Olson
Superintendent of Schools

(Name)
(Title)

VISTA UNIFIED SCHOOL DISTRICT
VISTA, CALIFORNIA

TO: Gary Olson, Superintendent

REGULAR MEETING

January 27, 1988

REQUESTED ACTION:

Board approval of implementation
of Year Round Education.

FOR ACTION

BACKGROUND INFORMATION:

On December 2, 1987 the Board accepted as information the recommendations (with modification) of the Year Round Education Study Committee. (See attached)

PROPOSED PLAN/PROGRAM REPORT:

The Board is requested to direct the administration to implement the four recommendations of the Study Committee.

SPECIFIC FINANCIAL OUTCOME OF ACTION PROPOSED/TAKEN:

Unknown at this time.

RECOMMENDATION:

The Board take action to direct the administration to plan for the implementation of Year Round Education in the District beginning with the school year 1989-90.

ORIGINATOR: Ron Riedberger

Approved for Submission to the
Governing Board:

DEPARTMENT: ADMINISTRATIVE SERVICES

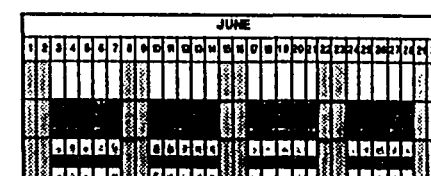
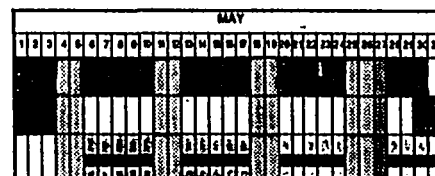
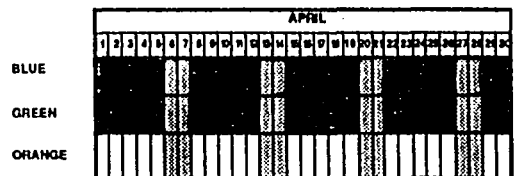
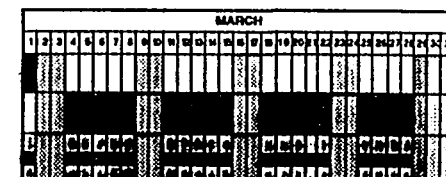
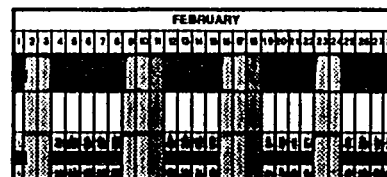
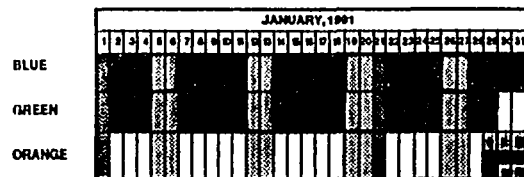
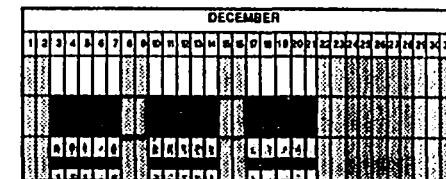
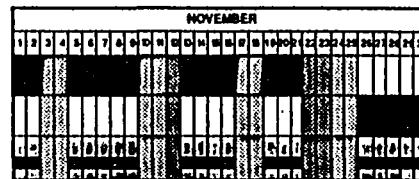
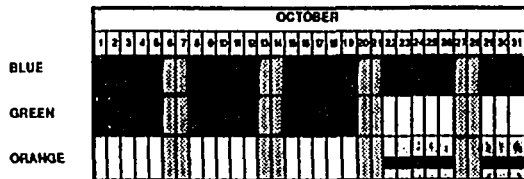
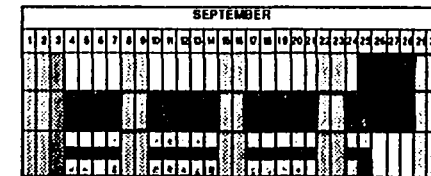
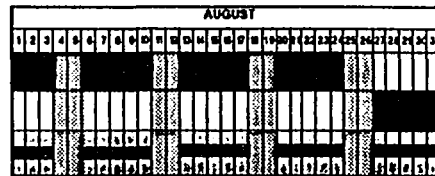
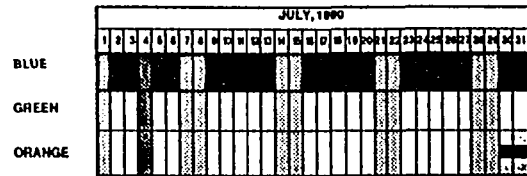
CABINET MEMBER APPROVAL:

Gary S. Olson
SUPERINTENDENT OF SCHOOLS

Ron Riedberger
Assistant Superintendent,
ADMINISTRATIVE SERVICES

APPENDIX E
MODIFIED CONCEPT SIX CALENDAR

VISTA UNIFIED SCHOOL DISTRICT 1990-1991 YEAR-ROUND CALENDAR



On July 1, 1991, the Blue track will begin its 1991-92 school year



APPENDIX F
FINAL GUIDELINES FOR YRE

Approved in public meeting of the
Board of Trustees of the Vista Unified
School District on ~~DEC 6 1989~~

BOARD MEETING DATE: December 6, 1989

Marilyn Warnberg, Recording Secretary
Board of Trustees

FDR ACTION

SUBJECT: YEAR-ROUND EDUCATION REPORT

BACKGROUND INFORMATION:

The District has five Year-Round Education Sub-Committees which meet on a regularly scheduled basis: Elementary, Middle Schools, Parent, Personnel and Business. Their purpose is to discuss and make recommendations that are specific to their Year-Round Education needs and report them to the Review Committee.

The purpose of the Review Committee is to hear and review sub-committee recommendations. Each recommendation must be read and discussed, with one month between readings to allow for additional discussion time if needed. When a recommendation is brought to the Review Committee for a second reading, a vote of approval will be taken.

REPORT/PROPOSAL:

Three Middle School, three Parent, and four Elementary organizational guidelines were approved for second reading at the YRE Review Committee meeting of November 16. These guidelines (attached) are now presented for approval by the Board of Trustees. There may be provisions within the recommended guidelines that may be negotiable with either the certificated or classified bargaining units.

In addition, guidelines received for a first reading by the Review Committee at its November 16th meeting are attached. It is anticipated that these guidelines, possibly with revisions and others will be presented to the Board of Trustees for approval in January.

FINANCIAL IMPACT:

Additional costs are related to two of the ten recommended guidelines. Middle School guideline #2 may require two additional certificated employees or the extension of the contract year for present employees at an approximate cost of \$70,000.00. Elementary guideline #2 will require five additional certificated employees at a cost of \$175,000.00. The total estimated cost to implement these two guidelines is \$245,000.00. This represents an expense of \$20.00 per elementary and middle school student.

It is anticipated that additional costs will be associated with other guidelines which are to be presented to the Board of Trustees for approval in January. Other additional costs may be experienced as a result of an extended work year for some certificated employees including nurses, psychologists, school administrators, counselors and speech therapists.

YEAR-ROUND EDUCATION REVIEW COMMITTEE
ORGANIZATIONAL GUIDELINES ACCEPTED FOR FIRST AND SECOND READINGS

MIDDLE SCHOOL YRE GUIDELINES

Organizational Guideline for Middle School #1

(First Reading October, 1989; Second Reading November 16, 1989)

Exploration Cycle - The "checkerboard plan" will be adopted. Although this reduces the number of exploration classes offered, it allows for ten of the present twelve exploration classes to be offered. Exploration teachers will teach on one track while students from all three tracks rotate to each teacher. In addition, "mini electives" or enrichment classes will be offered to fill out the exploration program. Each site, operating within uniform district guidelines, will determine the specific classes that will comprise its exploration curriculum. A sub-committee from each school site has already met to develop these guidelines. Guidelines will be reviewed by sites and then presented at the next review committee meeting.

Organizational Guideline for Middle School #2

(First Reading October, 1989; Second Reading November 16, 1989)

Elective Cycle - Band and choral music will be offered on all tracks. Teachers will be "rainbowed" (working across all tracks). They will work a minimum of 168 days and up to a maximum of 240 days. Days not covered by the teacher of record will be covered by a qualified substitute prepared to present appropriate units of instruction. Each track will have its own bands, so the teacher's schedule changes as different tracks begin and end. The other elective choices for the 8th grade will be somewhat diminished due to teacher track assignment. A particular elective will be offered only on the track to which the elective teacher is assigned. Elective courses may be offered on an 8-week one semester or full year basis. Each school site will develop its own elective program based on program needs, personnel and scheduling logistics.

Organizational Guideline for Middle School #3

(First Reading October, 1989; Second Reading November 16, 1989)

Algebra - Algebra AB will be offered to seventh and eighth graders and Algebra CD will be offered to those eighth graders who successfully complete Algebra AB. Eighth graders who take Algebra AB will be able to take Algebra CD as freshmen. The present Algebra 1 class will be eliminated after the 1990-91 school year. The Algebra AB and CD sequence will be equivalent to the present Algebra 1 class.

Math 6, 7, 8 - A Math - 6 (6th grade), Math 7 (7th grade) and Math 8 (8th grade) will be offered for all students not in the AB or ABCD sequence. This program is presently in place at all three middle schools. The exception being that Lincoln has one remedial level class.

PARENT YRE GUIDELINES

Organizational Guideline #1 (First Reading September, 1989; Second Reading November 16, 1989)

The District is committed to placing children of the same family on the same track, but they may not get their first choice of track.

Organizational Guideline #2 (First Reading, September, 1989; Second Reading, November 16, 1989)

The parent request form should include a space for the parent to include information about the child/family that should be given special consideration when assigning the child(ren to a track).

Organizational Guideline #3 (First Reading, September, 1989; Second Reading, November 16, 1989)

It was recommended that the 35 additional minutes per day shall be spent covering additional course content.

ELEMENTARY YRE GUIDELINES

Organizational Guideline #1 (First Reading, September 1989; Second Reading, November 16, 1989)

GATE students will be able to be scheduled for any of the three tracks due to the fact that there will be "cluster" classes or individual learning plans developed for each of these students. In this way, there will be no designated "GATE track".

Organizational Guideline #2 (First Reading, September 1989; Second Reading November 16, 1989)

RSP students will be accommodated on any of the three tracks by scheduling RSP teachers so that services will be available on all three tracks. This will require additional personnel.

Organizational Guideline #3 (First Reading, September 1989; Second Reading November 16, 1989)

Special Day Class students in CH and LH classes will be scheduled throughout the district by the Director of Special Education in conjunction with site principals and the teachers of those classes.

Organizational Guideline #4 (First Reading, September 1989; Second Reading November 16, 1989)

In schools where there is only one bilingual class at a particular grade level, that class will be scheduled on the ORANGE track. LEP/NEP students at schools where there is no bilingual program will continue to be transported to schools that offer these classes. In schools where there is more than one bilingual class at a grade level, the second class should be placed on the GREEN track and the third class on the BLUE track. If a school has three bilingual classes at a grade level, then each class should be on a separate track.

The costs for classified employees may be increased due to an extended work year for aides, secretarial staff, child nutrition workers, bus drivers, custodial and maintenance staff. An approximate cost for these items will not be available until specific plans are approved.

SUPERINTENDENT'S RECOMMENDATION:

That the Board approve Year-Round Education Middle School Committee Guideline Nos. 1, 2 and 3; Parent Committee Guideline Nos. 1, 2 and 3; Elementary Guideline Nos. 1, 2, 3 and 4.

APPENDIX G
BILINGUAL POPULATION GROWTH CHART

VISTA UNIFIED SCHOOL DISTRICT

	1984/85	1985/86	1986/87	1987/88	1988/89	1989/90	1990/91
Total Student Population	11,368	11,749	12,666	13,892	15,980	17,162	18,489
Growth		381	917	1,226	2,088	1,182	1,327
% of Growth		3%	8%	10%	15%	7%	8%

Minority Student Population	3,318	3,490	3,868	4,515	5,591	6,243	7,211
Growth		172	378	647	1,076	652	968
% of Growth		5%	10%	16%	24%	12%	16%

LEP/NEP Student Growth	679	736	903	1,058	1,504	1,995	2,978
Growth		57	167	155	446	491	983
% of Growth		8%	22%	17%	42%	33%	49%

Immigrant Student Population					745	1,119	1,491
Growth						374	372
% of Growth						50%	33%

APPENDIX H
1987 BILINGUAL TASK FORCE RECOMMENDATIONS

VISTA UNIFIED SCHOOL DISTRICT
VISTA, CALIFORNIA

Marilyn Warnberg, Recording Secretary
Board of Trustees

TO: Gary Olson, Superintendent

REGULAR MEETING

June 24, 1987

REQUESTED ACTION: Accept the findings
and Recommendations of the District's
Bilingual Task Force

FOR ACTION

BACKGROUND INFORMATION

The Bilingual Task Force was formed in the fall of 1986 to make a comprehensive review of the district's Bilingual Education program and to develop a master plan to guide our efforts over the next several years. The committee met for 2-3 hours per month to review our district's current practices and to identify areas of concern. The Task Force included the following staff members: Irma Apodaca (Monte Vista), Laura Badillo (Crestview), Michele Barrios (SF/CA), Jim Charnholm (Beaumont), Denise DuFault (Crestview), Julie Hemenez (Inst. Services), Aud Henderson (Olive), Rosa Herich (Bobier), Joan Horn (LMS), Eileen Howard (Olive), Julie Larson (Bobier), Marsha Logsdon-Magos (VHS), Marsha Malone (Newcomers' Center), Manuel Robles (Migrant Ed) and Bill Loftus (ASC).

PROPOSED PLAN/PROGRAM REPORT

It is the hope of the Task Force that the Board of Trustees will accept the findings of the committee and direct us to proceed with the implementation of the plan within the Vista Unified School District. It is the hope of the committee that we will be able to establish a model program that is founded upon the best available research. Our identified outcome is to develop English language proficiency and academic achievement in our minority student population. A full copy of our report is attached. The committee is prepared to respond to questions that you may have regarding the report.

SPECIFIC FINANCIAL OUTCOME OF ACTION PROPOSED/TAKEN

No significant changes from our current support for bilingual education through a combination of general funds and categorical funds.

BILINGUAL EDUCATION
VISTA UNIFIED SCHOOL DISTRICT
MISSION STATEMENT

THE PURPOSE OF THE VISTA UNIFIED SCHOOL DISTRICT IS TO EDUCATE ALL STUDENTS TO BECOME RESPONSIBLE, THINKING, CONTRIBUTING MEMBERS OF A GLOBAL SOCIETY.

PHILOSOPHY OF BILINGUAL EDUCATION

WE BELIEVE THAT THE PRIMARY GOAL OF BILINGUAL EDUCATION IS TO DEVELOP ENGLISH LANGUAGE PROFICIENCY WHILE PROMOTING ACADEMIC ACHIEVEMENT.

WE BELIEVE THAT THE BILINGUAL EDUCATION PROGRAM SHOULD BE RESEARCH-BASED AND SHOULD PROVIDE ADEQUATE MATERIALS FOR LANGUAGE MINORITY STUDENTS IN NONSEGREGATED INSTRUCTIONAL SETTINGS.

WE BELIEVE THAT STUDENTS WITH A NATIVE LANGUAGE OTHER THAN ENGLISH HAVE A RIGHT TO EQUAL EDUCATIONAL OPPORTUNITY THROUGH BILINGUAL PROGRAMS DESIGNED TO MEET THEIR LINGUISTIC, ACADEMIC, AND PSYCHO-SOCIAL NEEDS.

WE BELIEVE THAT BILINGUAL EDUCATION IS THE USE OF TWO LANGUAGES, ONE OF WHICH IS ENGLISH, AS A MEANS OF INSTRUCTION.

WE BELIEVE THAT THE PRIMARY LANGUAGE OF THE CHILD SHOULD BE USED IN BILINGUAL PROGRAMS TO THE EXTENT NECESSARY (AND POSSIBLE) TO TEACH BASIC SKILLS AND ENSURE THAT CHILDREN DO NOT FALL BEHIND THEIR PEERS IN OTHER SUBJECTS WHILE THEY LEARN ENGLISH.

WE BELIEVE THAT A STRUCTURED ENGLISH LANGUAGE DEVELOPMENT COMPONENT SUCH AS ENGLISH AS A SECOND LANGUAGE IS AN ESSENTIAL PART OF ANY BILINGUAL PROGRAM BECAUSE FULL ENGLISH FLUENCY AND LITERACY ARE CRUCIAL PROGRAM GOALS.

WE BELIEVE THAT THE BILINGUAL EDUCATION PROGRAM SHOULD PROVIDE:

1. EARLY IDENTIFICATION, ASSESSMENT AND PLACEMENT OF LANGUAGE MINORITY STUDENTS
2. SECOND LANGUAGE ACQUISITION THAT EMPHASIZES COMPETENCE IN LISTENING, SPEAKING, READING, WRITING
3. CONCEPT DEVELOPMENT THROUGH THE PRIMARY LANGUAGE

VISTA UNIFIED SCHOOL DISTRICT
BILINGUAL TASK FORCE RECOMMENDATIONS
JUNE, 1987

1. We believe that the number of elementary bilingual classrooms should be increased in number throughout the district.
2. We believe that in the face of increasing numbers of minority students who have limited English-speaking ability we recommend that the district move forward in recruiting competent bilingual teachers to serve students at every grade level in every elementary school in the district.
3. We believe that schools without bilingual programs should be "teamed" with schools with bilingual classes so that every limited English proficient student has the opportunity to attend a bilingual class. Transportation will be provided by the district.
4. We believe that students who are on Individual Learning Plans (ILP) at schools without a bilingual program should be served more effectively than 20 minutes of supplementary instruction each day by an ESL aide. We recommend that an itinerant bilingual teacher be employed at schools without bilingual classes so that the native language and ESL instruction called for in the student's ILP can be provided by a teacher rather than by an aide.
5. We believe that there exists an acute need to provide regular education staff members with inservice training in the principles of Bilingual Education. This training will focus on the role that Bilingual Education plays in enhancing the language development of the limited English proficient student.
6. We believe that bilingual teachers possess special skills and training to address the needs of the LEP student. In addition, there is a need for professional support of their efforts to provide this service to the bilingual students within the Vista Unified School District.

EFFECTIVE APPROACHES OF A SUCCESSFUL BILINGUAL PROGRAM

Educational research suggests that effective bilingual programs include several components:

- . Emphasis on language development
- . Competent staff members who are sensitive to the needs of students from language minority populations
- . Appropriate resources and materials to carry out effective instruction
- . Basic skills established in primary language reading and writing through a developmentally - sequenced curriculum
- . English as a Second Language component to develop a solid oral language base as preparation for reading and writing in English.
- . A well defined "Transition" process emphasizing commonalities existing between the primary language and English
- . English instruction, using a conscious instructional strategy, to maximize the transfer potential between the two languages

RESEARCH FINDINGS

The report by Assembly Office of Research (AOR) consultants, Dr. Patricia Gandara, formerly with the Rand Corporation, and Andrew Sun, formerly with the San Francisco Foundation, makes two extremely noteworthy findings:

1. "Where students are instructed by a bilingual teacher and where academic subjects are introduced in a language that students understand and English is taught simultaneously using a comprehensible approach, impressive gains have been demonstrated. A number of school districts using this approach report that English fluency is being achieved by most limited-English students within two to three years, and academic test scores for these children are at or above the district norms for all students."
2. "In an ongoing national evaluation of 4,000 limited-English students, which is being conducted under the auspices of the U.S. Department of Education, the effectiveness of English-only (immersion) classes is being compared to two kinds of bilingual classes -- one where the primary language is used minimally and the other where there is greater use of the student's primary language. First-year results show that children enrolled in bilingual classes with the greatest use of primary language have made more progress in English acquisition than either those in the English-only classroom (immersion) or those enrolled in the bilingual class with less primary language exposure."

RECOMMENDATION

Accept the findings and recommendations of the districts' Bilingual Task Force.

ORIGINATOR: Bill Loftus

Approved for Submission to
the Governing Board;

CABINET MEMBER APPROVAL:

GARY S. OLSON
Superintendent of Schools

Rene S. Townsend
Associate Superintendent, Instruction

APPENDIX I
ACTION PLAN GUIDELINE FOR BILINGUAL EDUCATION

**VISTA UNIFIED SCHOOL DISTRICT
ACTION PLAN
GOALS AND OBJECTIVES**

A. To Improve Elementary Bilingual Education in Vista Unified School District

1. To develop successful bilingual program models based on the teaming approach
2. To develop a successful and complete transition program
3. To develop and promote an elementary bilingual maintenance program and to encourage the continuation of this maintenance program in grades 6-12
4. To determine the reasons, tests, and specific timelines for testing students
5. To develop and implement a way of analyzing the success of VUSD Bilingual Education Program
6. To improve the Spanish language arts program at the elementary level
7. To employ qualified translators to provide correct, consistent Spanish translations for all communication sent from the district office and school sites to Spanish-speaking parents
8. To improve and implement a quality ESL curriculum for the bilingual program
9. To employ bilingual support personnel
10. To re-evaluate the bilingual lead teacher job description
11. To inservice administrators and office personnel to avoid the misplacement of NEP/LEP and English Only students in the bilingual classroom
12. To provide second language acquisition and sheltered English teaching techniques to entire K-5 VUSD certificated staff
13. To educate all teachers at each bilingual school on the goals and specifics of bilingual education in order to build bridges of understanding and alleviate misconceptions
14. To develop a better Spanish as a Second Language (SSL) program

15. To develop a positive public relations program for the VUSD community concerning bilingual education and all of its benefits
16. To improve the accessibility of bilingual community resources
17. To develop specific training programs for bilingual aides
18. To establish a bilingual tutorial program using middle and high school bilingual students
19. To ensure equity and fairness for bilingual teachers, allowing them to share teaching contracts as monolingual teachers do
20. To develop a fine arts program emphasizing Latin and South American artists
21. To provide equitable and truly bilingual book fairs at each bilingual school

B. To Develop Programs and Curricula Which Assure That PEP Students Achieve District Graduation Outcomes

1. To create as many alternative programs as necessary to meet the special needs of PEP and English Dominant Latino students in the areas of AP, drop-out prevention, vocational education and special education
2. To develop a written, state-aligned, literature-based ESL curriculum which specifies course content and objectives at successive LDP levels and which prepares students to pass district English competencies required for graduation
3. To incorporate direct instruction of learning strategies and study skills into native language, ESL and sheltered content classes
4. To align all native language and sheltered classes to "regular" school curricula and state framework
5. To develop a language development program which includes 3 basic components: native language content classes, English language development classes (ESL), and sheltered content classes
6. To properly place students in the language development program based on appropriate assessment

7. To place students in appropriate programs based on their post secondary objectives
8. To access and organize the input of previous teachers before placement in the high school LDP program
9. To develop and maintain a systematic inservice program to support a multi-cultural education system
10. To establish approved, authentic/alternative assessment methods and/or instruments which assure that PEP students are not penalized for limited English skills when evaluated in content classes
11. To assure that cooperative, heterogeneous, interactive learning opportunities are provided for all PEP and native English speakers
12. To assure that a wide variety of instructional strategies are used to meet students' cultural, social, linguistic and academic needs
13. To assure that teachers have high expectations for all students
14. To rename PEP students using a more positive designation (eliminate "limited" from terminology)
15. To integrate language development students into the total school, including extracurricular programs and sports
16. To define the role and responsibilities of the LDP coordinator at the site and district level
17. To accommodate the special characteristics of the PEP population (late admissions, "ghost" students at the beginning of the school year) when allocating sections of classes and staff for the master schedule
18. To establish the role of the LDP within each site's departmental (or team) organization
19. To have at least one bilingual/bicultural counselor to service the special needs of the PEP population at each school site
20. To provide at each site support/tutorial services which will impact the successful performance of the quality writing assessment and other graduation competencies

21. To offer high school electives in English and Spanish which teach Hispanic history and culture

C. To Develop the ESL Program

1. To establish a model ESL program
2. To have ESL taught by certificated teachers
3. To establish procedures for compliance to paperwork requests
4. To establish procedures for basic information dissemination
5. To increase ESL program support between administrators, teachers and parents
6. To implement effective ESL teaching strategies and techniques
7. To provide the ESL students with basic skills for survival in the classroom
8. To establish staff inservices to support the ESL student in the regular classroom
9. To establish an assessment program based on language acquisition
10. To establish criteria for report card evaluation of ESL students

D. To Improve Educational Programming and Services Available to Culturally/Linguistically Diverse Students Attending School in the Vista Unified School District

1. To develop a plan that will expand services/programs for gifted and talented students
2. To improve the instructional program offered to identified GATE linguistically and culturally diverse students
3. To improve school/parent/student communication about the district GATE program
4. To develop a system to serve the special education needs of LEP students
5. To provide inservice/classes for district personnel

6. To recruit more certificated special education personnel
7. To ensure a minimum of one bilingual special education paraprofessional at each school site
8. To share successful and appropriate ideas/materials among special education and regular teachers
9. To establish a panel for developing bilingual/special education referral processes
10. To gather statistical data regarding bilingual, special educational, and bilingual special educational programs
11. To establish a bilingual special education section in both bilingual and special education handbooks
12. To conduct an annual vendor fair for bilingual special education materials
13. To provide training for paraprofessional bilingual special education personnel in effective special education techniques
14. To familiarize district/site level personnel with the school based coordination (SBC) organizational system
15. To use the language proficiency instrument for severely handicapped pupils
16. To develop a plan that will ensure an equitable linguistic/cultural student balance at each site that is representative of the total district enrollment
17. To increase the level of support services available to LEP/NEP students who are receiving Chapter I services
18. To provide quality supplemental materials for bilingual Chapter I students in the Chapter I program
19. To develop bilingual Chapter I academies for at-risk bilingual students.
20. To investigate options for Chapter I funding of certificated bilingual hourly teachers and/or basic skills specialists
21. To ensure that the base program materials are of excellent quality and readily available in Spanish and in appropriate second languages

APPENDIX J

NEWS REPORT ON BILINGUAL EDUCATION

Vista draws applause for bilingual work

■ **EDUCATION:** Grand jury committee visits classroom and applauds school district's program; parent "disappointed"

RANDY DOTY/Staff writer

VISTA — In a blow to some foes of the bilingual program in Vista schools, county grand jury members who observed a controversial first-grade classroom Thursday found no problems and praised the program.

"We were very impressed with the quality of the bilingual program," said grand juror David Tennebaum, chairman of the jury's three-member educational

committee.

Some conservative residents in Vista — including a unsuccessful candidate for the Vista school board — had hoped the grand jury would criticize the district's bilingual program, launch an investigation and demand reforms.

In contrast, Vista school officials who have been annoyed by a rash of negative publicity about the school, exulted Monday over the jurors' findings.

"I'm real happy," exclaimed board Trustee Linda Rhoades. "This is what I expected them to find."

Please see VISTA, A10 ▶

VISTA: Grand Jury members like school bilingual education

Continued from A1

The grand jury committee spent more than two hours at Crestview Elementary School on Thursday. The jurors watched both halves of a first-grade bilingual class while it was split into English- and Spanish-speaking rooms. Tennebaum said.

Tennebaum said he was "impressed" by the teachers and the interaction among teachers and students. The jurors observed no problems "whatsoever," he said.

He added that despite the widely publicized complaints of a vocal parent, the jurors felt the district clearly "does provide an opportunity for parents who do not wish their children to attend bilingual classes to learn in English-only (classes)."

The jurors do not plan to issue a written statement about the classroom until June, when the jury will release a report about its activities over the fiscal year. Tennebaum said.

Questions about the school's bilingual program were raised earlier this year by parent Angela Gallagher and soon became a focal point of the campaign for three spots on the Vista school board.

Gallagher pulled her first-grade daughter, Megan, out of Crestview because she was assigned to a bilingual class. Gallagher, in an angry August speech before the board, said school officials did nothing about her wishes that her daughter not be exposed to too much Spanish at a young age.

School officials responded that Gallagher had plenty of options. She could have put her daughter in another school or in different scheduling "tracks" at Crestview where all-English classes are available. The district, they said, does not have enough money to offer English-only classes at all times.

But Gallagher was unwilling to change tracks because that would mean her daughter and son would attend school at different times of the year. Her daughter is now being taught at home.

She said the school district was "discriminating" against her daughter by exposing her to large chunks of Spanish at the expense of the child's education. But exasperated school officials said she was ill-informed and simply unaware that only a tiny bit of Spanish is actually heard by English-speakers in the class.

District officials said Gallagher's demands were unreasonable and possibly bigoted, but she drew sympathy from a burgeoning Vista movement to fight illegal immigration because of its "negative" effects on schools, crime and disease in the county.

The grand jury entered the picture in October, when three of its 19 members planned to informally visit Crestview in response to Gallagher's complaints. They cautioned, however, that no official investigation was planned.

When told of Tennebaum's reaction to the bilingual class, Gal-

lagher said Monday that she is "very disappointed." In interviews, she and losing candidate Robert Heckler each suggested the Crestview teachers may have cleaned up their act in time for the visit.

"There is no excuse for us bending over backward for these people (illegal immigrants)," Gallagher said. "Yes, we do need to help, they do need an education, but not at the expense of taxpaying children."

Meanwhile, school officials said they were pleased by the grand jury's findings.

Trustee Deidre Holliday, who hopes the board's new conservative majority will revamp the bilingual program, said "it's nice to know that we have a clean slate."

Crestview Principal Sue Orton said, "An awful lot of attention was paid to one person's opinion. It was a shame that a grand jury had to come over here to print the truth."

Spotlighting the sharp ideological divide between candidates running for the school board, Gallagher's problems drew contrasting responses from the candidates before the election.

Incumbent candidates Marcia Viger Moore and Lance Vollmer — who both lost — sharply questioned why anyone would object to having their kids learn another language.

But challengers Joyce Lee (who won) and Heckler (who lost) both said the district's response to Gallagher showed how the school board gave short shrift to parents.

APPENDIX K
VUSD'S THEMES AND GOALS

BOARD POLICY NO. 6001: MISSION OF THE DISTRICT/BOARD GOALS/DISTRICT THEMES

MISSION

The purpose of the Vista Unified School District is to educate all students to become responsible, thinking, contributing members of a global society.

BOARD GOALS

- Communication Skills
- Higher Order Thinking Skills
- Life Skills
- Outcome Focused Instruction
- 100% Family Involvement

DISTRICT THEMES

- Student Achievement
- Personalized and Caring Environment
- Efficiency and Effectiveness
- Teamwork

Legal Reference:
Education Code section 35160, 35160.1, 51010-51269

DATE POLICY ADOPTED BY THE BOARD: November 14, 1991

APPENDIX L
STAFF DEVELOPMENT REPORT

VISTA UNIFIED SCHOOL DISTRICT
Vista, California

To: Gary Olson, Superintendent

Regular Meeting

May 23, 1984

Requested Action: VUSD Staff Development Information only
Program Plan

BACKGROUND

The District's mission is to educate all students to become responsible, thinking, contributing members of a global society.

Essential to accomplishing this mission is continual analysis of student needs and provision for professional development to meet these needs. The District has always been supportive of individual staff members and each school's staff's efforts to improve professionally.

The past two years staff development has been increasingly focused due to the Effective Schools Program. This year, as a result of on-going discussions among administrators and teachers, work of various curriculum committees, and the Strategic Long Range Planning Group, an overall district plan has emerged.

What follows is a staff development plan for Vista Unified that is designed for implementation over the next several years. Elements of the plan will be added and changed as other needs are identified and new research is available.

PROPOSED PLAN

The overall goal of all staff development activities is the improvement of student learning.

SPECIFIC GOALS OF THE PROGRAM

1. Enhancement of the competence of every staff member.
2. Application of research to classroom practice.
3. Increased collaboration among teachers and reduction of teacher isolation.
4. Development of trainers of programs within existing staff.
5. Establishment of an environment fostering professional growth for all staff.

Attached is a model of the district plan, followed by an outline and brief description of the elements of the model. Existing staff, with the assistance of identified consultants, are currently capable of implementing each component.

ADVANCEMENT OF DISTRICT GOALS

All activities are designed to advance the district's and each school's goals and support the basic mission of the district.

IMPACT ON STUDENTS

There is no "quick fix", but continued and consistent efforts under strong leadership from administrators and teachers with encouragement and financial support from the Board will produce positive results.

IMPACT ON STAFF

A strong staff development program will help to return teachers to the position of respect and professionalism they have always deserved. As the isolation of teaching is broken down and replaced by collaboration, the energy to improve professionally will continue to grow.

The need to grow professionally and be renewed is as important among classified as certificated. These staff members are critical to our students' education and to the public's perception of what happens in our district. While some activities will be held separately, certificated and classified will be involved in workshops and inservices together whenever appropriate.

There is potential impact on the district as a whole. As teachers learn more effective ways for students to learn, systems, schedules, ways of operating may have to change. Organizations other than those we currently use may be instituted. We need to look at "how it has always been done" and perhaps allocate our time, energy, and resources differently.

EVALUATION METHODS

Each workshop or inservice will be evaluated by the participants in order to make improvements. Teachers will be asked to evaluate the effectiveness of the strategies tried in their classrooms using data gathered by teacher and student surveys, attendance rates, test scores, and other information sources. The specific evaluation techniques will vary depending on the teaching methods used and the goals of those methods. It is important once again to remember that there are no "quick fixes!"

TIMELINES

Staff development activities have been going on at all sites and will continue.

The extent of some activities will depend on funding. There are workshops, e.g., classroom management conducted by Instructional Services staff, which require minimal funds. The inservice will be scheduled for August. Additional activities will be scheduled on minimum days and other times when staff can elect to attend.

The extent of some other activities will depend on funding from the general fund and Chapter 2. The amount is unknown at this time.

Some programs, e.g., clinical supervision, may require contracting with outside consultants and would be done as soon as funding is known. One goal of working with such consultants would be to develop our trainers so we could continue to inservice staff with minimum additional cost.

Again, we will do whatever we can with whatever money we have.

RECOMMENDATION:

That the Board accept as information the report on the Vista Unified School District Staff Development Program.

Originator _____

Approve for submission to
the Governing Board

Cabinet Member Approval:

Gary S. Olson
Superintendent of Schools

Rene Townsend
Assistant Superintendent, Instruction

APPENDIX M
STAFF DEVELOPMENT BOOKLET

VISTA STAFF DEVELOPMENT
OPPORTUNITY

Summer Academy

1989

Preference Registration Closing Date

June 13, 1989

ART:

WORKSHOP #1

TITLE: *Art For Elementary School Teachers (Bookbinding, Cardmaking, and Paper Magic)*
GRADE LEVEL: K - 5
PRESENTER: Kathy Olson, Art Resource Teacher, VUSD
DATE: August 24, 1989
TIME: 8:30 am - 2:45 pm
STIPEND: \$70.00

This workshop offers a variety of bookmaking techniques including an accordion book and a no paste/no sew booklet. Participants will try some fun ways to fold, cut, and decorate paper to make cards and notepaper. Items to bring from home include glue, glue stick, ruler, scissors, exacto knife, cutting surface (cardboard), decorative papers such as gift wrap, wallpaper, handmade papers, etc., rubber stamps, colored markers. Motivate your students with these new ways to use and enhance their writing and illustrating skills.

COMPUTER APPLICATIONS:

WORKSHOP #2

TITLE: *IBM Computer Use*
GRADE LEVEL: K - 12
PRESENTER: Linda Rust, Lincoln Middle School
DATE: August 24 - 25, 1989
TIME: 8:00 am - 12:00
STIPEND: \$112.00

This course will provide "hands on" individualized computer instruction in word-processing, grading, and desk-top publishing. Wordperfect, the most popular word-processing program and district standard, has been chosen as the word-processing program. You will also be guided through how to use desk-top publishing to enhance student writing with The Children's Writing & Publishing Center. Sprucing up your classroom, assignment sheets and creating lesson plans are covered with The Print Shop and Print Shop Companion. Finally, making grade calculation as easy as pushing a button is covered with a program called Classmate.

WORKSHOP #3

TITLE: *APPLE Computer Use*
GRADE LEVEL: K - 12
PRESENTER: Nancy Schultz, Lincoln Middle School
DATE: August 24 - 25, 1989
TIME: 8:00 am - 12:00
STIPEND: \$112.00

This course will provide "hands on" individualized computer instruction in word-processing, grading, and desk-top publishing. AppleWorks, has been chosen as the word-processing program. You will also be guided through how to use desk-top publishing to enhance student writing with The Children's Writing & Publishing Center. Sprucing up your classroom, assignment sheets and creating lesson plans are covered with The Print Shop. Finally a grading program which makes grade calculations as easy as pushing a button will be introduced.

SPECIAL WORKSHOP: DO NOT REGISTER WITH REGULAR SUMMER ACADEMY

TITLE: *WordPerfect 4.2 Training*
GRADE LEVEL: K - 12
PRESENTER: Larry Buss, VUSD Information Systems
DATE: One Class Each Week Of July
TIME: 8:00 am - 12:00
STIPEND: NO STIPEND

Have you ever dreamed of learning most of the WordPerfect 4.2 routines in only one week, during the summer time when your normal daily life is not as demanding. Well you can this summer, during the month of July. The Information Systems Department is providing separate one week classes on WordPerfect.
For more information call Ann Marie in Information Systems at 726-2170 ext. 2315.

GATE:

WORKSHOP #4

TITLE: *How To Cluster Gate Students In Your Classroom / Gate Science Workshop*
GRADE LEVEL: 3 - 5
PRESENTERS: Janet Osgrove, Carol Hewitt and Andrea Stamm, VUSD
DATE: August 25, 1989
TIME: 8:30 am - 2:45 pm
STIPEND: \$70.00

GATE cluster integration into the regular elementary classroom will be discussed and practical ideas shared. Exciting Science Ideas for all grades will be presented and demonstrated. Numerous make it/take it projects will be available.

INSTRUCTIONAL:

WORKSHOP #5

TITLE: *Classroom Management Training*
GRADE LEVEL: K - 12
PRESENTER: Fred Jones, Fred Jones and Associates
DATE: June 27 - 28, 1989
TIME: 8:30 am - 2:45 pm
STIPEND: \$140.00

This highly regarded workshop has been given in Escondido, Carlsbad, and San Diego as well as nationwide. The presentation successfully spans all grade levels by concentrating on the teacher as a person interacting with other people. Mr. Jones' workshop will emphasize lesson presentation, giving of corrective feedback, motivation and discipline.

WORKSHOP #6

TITLE: *Increasing Student Achievement By Enhancing Self Esteem*
GRADE LEVEL: K - 5
PRESENTER: Kathi Woolsey, Mentor, Crestview
DATE: August 21, 1989
TIME: 8:30 am - 2:45 pm
STIPEND: \$70.00

The day will consist of ideas and activities which can be utilized immediately to increase the self-esteem of students. You will receive hands on practice through participation and observation of the lessons themselves. There will also be an overview of effective education and why it is so important. Finally, the participants will learn how they can integrate self-esteem activities into their Language Arts Program.

WORKSHOP #7

TITLE: *Cooperative Learning*
GRADE LEVEL: K - 12
PRESENTER: Dolores Sasway, Mentor, Lincoln Middle School
DATE: August 21 - 23, 1989
TIME: 8:30 am - 2:45 pm
STIPEND: \$210.00 or 1 Unit Salary Advancement Credit

In cooperative learning situations there is a positive interdependence among students' goal attainments; students perceive that they can reach their learning goals if and only if the other students in the learning group also reach their goals. In this workshop participants will explore ways to group students so they begin to work together to accomplish this.

WORKSHOP #8

TITLE: *Tactics For Thinking*
GRADE LEVEL: K - 12
PRESENTER: Betsy Pray, Sweetwater Unified School District
DATE: July 5 - 7, 1989
TIME: 8:30 am - 2:45 pm
STIPEND: \$210.00 or 1 Unit Salary Advancement Credit

This ASCD program trains teachers of all grade levels and subject areas in the teaching of up to 22 thinking skills, or mental tactics. These include attention control, goal setting, deep processing, responsibility, decision making, solving everyday problems, solving academic problems, synthesizing, extrapolation and concept development, to name a few.

WORKSHOP #9

TITLE: *AVID*
GRADE LEVEL: 7 - 12
PRESENTER: Cindy Bishop, Mentor, Vista High School
DATE: June 30, 1989
TIME: 8:30 am - 11:30 am
STIPEND: \$42.00

This workshop is especially for those middle school and high school teachers who will be attending the AVID summer training at S.D.S.U. or who have an interest in the AVID program. We will lay the groundwork for coordinating and implementing the AVID program in the Vista Unified School District.

LANGUAGE ARTS:

WORKSHOP #10

TITLE: *California Literature Project Workshop; 'Integrated Language Arts'*
GRADE LEVEL: K - 2
PRESENTERS: Nadine Haddock and Judy Thum, California Literature Project
DATE: June 26, 1989
TIME: 8:30 am - 2:45 pm
STIPEND: \$70.00

This workshop will offer practical strategies for implementing the English/Language Arts Framework and the Houghton-Mifflin adoption. Participants will experience the philosophies of the California Literature Project. Teaching reading through writing, listening, oral language, and presentation will suddenly 'make perfect sense' and empower teachers to design their own language arts curriculum. You'll discover how to replace worksheets and skippaks with meaningful literature-based activities.

WORKSHOP #11

TITLE: *California Literature Project Workshop; 'Integrated Language Arts'*
GRADE LEVEL: 3 - 5
PRESENTERS: Nadine Haddock and Judy Thum, California Literature Project
DATE: June 29, 1989
TIME: 8:30 am - 2:45 pm
STIPEND: \$70.00

This workshop will offer practical strategies for implementing the English/Language Arts Framework and the Houghton-Mifflin adoption. Participants will experience the philosophies of the California Literature Project. Teaching reading through writing, listening, oral language, and presentation will suddenly 'make perfect sense' and empower teachers to design their own language arts curriculum. You'll discover how to replace worksheets and skippaks with meaningful literature-based activities.

MATHEMATICS:

WORKSHOP #12

TITLE: *Hands On Math*
GRADE LEVEL: K-2
PRESENTERS: Brenda Monce and Lee Strawn, VUSD
DATES: June 30, 1989 and July 5 - 8, 1989
TIME: 8:30 am - 2:45 pm
STIPEND: 1 unit salary advancement credit and \$140.00

Hands-On Math is based on the philosophy of Math Their Way. The following strands are covered in the workshop: free exploration, patterning, sorting, comparing, counting, graphing, number (at the concept, connecting, and symbolic levels), pattern II, place value, and Workjobs II.

WORKSHOP #13

TITLE: *Effective and Efficient Calculators In The Classroom*
GRADE LEVEL: 5 - 7
PRESENTER: Miriam Gamoran, Lincoln Middle School
DATE: June 26, 1989
TIME: 8:30 am - 2:45 pm
STIPEND: \$70.00

Captivate your students by using calculators. Free the problem solver from tedious computation. Enhance mathematical concepts with appropriate calculator activities! This workshop will provide teachers with a framework for using calculators regularly in the mathematics classroom. Calculator-based lessons which follow the textbook material will be outlined. Examples of classroom activities will be shared. Through the use of calculators, participants will discuss how to empower students to practice estimation skills, gain insight into why algorithms work, introduce new concepts, play number-strategy games.

MATHEMATICS/SCIENCE:

WORKSHOP #14

TITLE: *A.I.M.S. (Integrated Math-Science)*
GRADE LEVEL: 1 - 3
PRESENTER: Brian Tash, Oceanside Unified School District
DATE: August 17, 1989
TIME: 8:30 - 3:00
STIPEND: \$70.00

Learn how to involve your students in the four arenas in which math/science occur: the real world, the written record, the pictorial or graphical record, and the thinking level involving hypothesis making and generalizing. Sample lessons and hands on practice will be provided.

WORKSHOP #15

TITLE: *A.I.M.S. (Integrated Math-Science)*
GRADE LEVEL: 3 - 5
PRESENTER: Brian Tash, Oceanside Unified School District
DATE: August 18, 1989
TIME: 8:30 - 3:00
STIPEND: \$70.00

Learn how to involve your students in the four arenas in which math/science occur: the real world, the written record, the pictorial or graphical record, and the thinking level involving hypothesis making and generalizing. Sample lessons and hands on practice will be provided.

SCIENCE:

WORKSHOP #16

TITLE: *C.E.P.U.P. (Chemical Education for Public Understanding)*
GRADE LEVEL: 6 - 12 (Science and Social Science Teachers)
PRESENTER: Mike Reeske, Vista High School
DATE: August 21 - 23, 1989
TIME: 8:00 am - 1:00 pm
STIPEND: \$210.00 or 1 Unit Salary Advancement Credit

The Vista Unified School District has been chosen as a national field testing and development site for CEPUP training. The goals of CEPUP are to promote quality science education, provide sound scientific principles for public decision making, and provide educational experiences focusing on chemicals and their interaction with people and the environment. Participants will continue their training with new CEPUP modules on Toxic Waste, Risk Assessment, and Plastics in Our Lives. There will also be an independent study component for those new to the program.

WORKSHOP #17

TITLE: *Literature As The Core*
GRADE LEVEL: K - 2
PRESENTER: Caroline K. Takemoto, Resource Teacher, Los Angeles Unified School District
DATE: June 29, 1989
TIME: 8:30 am - 12:30 pm
STIPEND: \$56.00

"The Very Hungry Caterpillar," "Chickens Aren't The Only Ones," and "Where The Sidewalk Ends" are favorites of young readers. Mini units have been designed for K, 1, and 2 using these books as a vehicle to teach science, math, and language arts skills. Workshop participants will also learn how to design thematic lessons using science-oriented books in your classroom.

PHYSICAL EDUCATION:

WORKSHOP #18

TITLE: *Physical Education For Elementary School Teachers*
GRADE LEVEL: K - 5
PRESENTER: Sharon Hillidge, Chula Vista School District
DATE: June 30, 1989
TIME: 8:30 am - 2:45 pm
STIPEND: \$70.00

Need new activity ideas to improve your physical education program? This is the workshop for you! Learn new ways to teach basic skills to children using station set-ups, circuits, learning centers, cooperative vs. competitive games, as well as innovative curriculum and program planning ideas. Come join the fun!

SOCIAL SCIENCE:

WORKSHOP #19

TITLE: *Social Science Workshop*
GRADE LEVEL: K - 12
PRESENTER: Kim Turner, Mentor, Washington Middle School
DATE: June 26, 1989 and June 29, 1989
TIME: 8:00 am - 1:00 pm
STIPEND: \$140.00

For elementary and middle school teachers here's your chance to get into the new History/Social Science framework! After a brief introduction teachers will work on developing units for the new framework 'Integrating History, Literature and Writing'. For high school teachers this workshop will allow you to divide into small groups and work on curriculum development or framework. Small group sessions will include a redesign of ninth grade curriculum, development of economic simulations and framework awareness. See your Social Science Department Chair or Team Leader for more information.

SPANISH:

SPECIAL WORKSHOP: DO NOT REGISTER WITH REGULAR SUMMER ACADEMY

TITLE: *Spanish For Teachers*
GRADE LEVEL: K - 12
PRESENTER: Marsha Logsdon-Magos
DATE: June 26 - August 16, 1989
TIME: Monday and Wednesday 6:45 pm - 9:30 pm
LOCATION: Mira Costa College
STIPEND: 3 Units Salary Advancement Credit

This workshop is being offered through Mira Costa College and will take place on their campus. If you are interested you must apply for admission to Mira Costa College prior to June 20, 1989 and plan on enrolling in the course June 21 or June 22, 1989 during their registration process. The phone number for more information is 942-1352.

THIS FORM IS SELF-ADDRESSED. TEAR OUT OF PACKET, FOLD AND RETURN.

REMEMBER TO INDICATE STIPEND/CREDIT (S/C)

NAME: _____ SS# _____

SCHOOL: _____

I WOULD LIKE TO ATTEND THE FOLLOWING WORKSHOPS.
List in order of preference.

WORKSHOP # _____ TITLE _____ PREFERENCE # _____ S/C _____

WORKSHOP # _____ TITLE _____ PREFERENCE # _____ S/C _____

WORKSHOP # _____ TITLE _____ PREFERENCE # _____ S/C _____

WORKSHOP # _____ TITLE _____ PREFERENCE # _____ S/C _____

IF ANY OF THESE WORKSHOPS HAVE CONFLICTING TIMES PLEASE INDICATE HERE.

WORKSHOP # _____ AND WORKSHOP # _____

**WORKSHOP CONFIRMATION AND LOCATION INFORMATION
WILL BE MAILED JUNE 16, 1989**